

CAZON  
PEC  
-1989  
R25

REPORT TO THE  
MINISTER OF LABOUR  
BY THE  
ONTARIO  
PAY EQUITY COMMISSION  
on Sectors of the Economy  
which are Predominantly Female,  
as Required under the Pay Equity Act,  
Section 33(2)(e).

THE  
PAY EQUITY  
COMMISSION

==







Pay  
Equity  
Commission

Commission  
de l'équité  
salariale

CH20N  
PEC  
-1989  
R25

Office of the Commissioner / Bureau du commissaire

150 Eglinton Avenue East  
5th Floor  
Toronto, Ontario  
M4P 1E8

150, avenue Eglinton est  
5e étage  
Toronto (Ontario)  
M4P 1E8

Telephone:  
416/481-4464

Téléphone :  
(416) 481-4464

Telecopier:  
416/965-4316

Télécopier :  
(416) 965-4316

January 5, 1989

The Hon. Gregory Sorbara  
Minister of Labour  
14th Floor  
400 University Avenue  
Toronto, Ontario  
M7A 1T7

Dear Mr. Sorbara:

It is a pleasure to submit to you the Report of the Pay Equity Commission of Ontario on sectors of the economy which are predominantly female as required by the Pay Equity Act, 1987, Section 33(2)(e).

In preparing this Report the Pay Equity Office initiated extensive research and wide consultation with key stakeholders in an effort to ensure a detailed understanding of the issues involved in the predominantly female sectors of the economy.

My hope is that the publication of the report will provide you and your colleagues with a framework for further action in this most challenging area of public policy.

Cordially,

George R. Podrebarac  
Commissioner

Digitized by the Internet Archive  
in 2024 with funding from  
University of Toronto

<https://archive.org/details/31761118945450>

Report to the Minister of Labour  
by the Pay Equity Commission of Ontario  
on Sectors of the Economy which are Predominantly Female  
as Required by the Pay Equity Act, 1987, Section 33 (2) (e)

January 1989



## TABLE OF CONTENTS

	Page
<b>List of Tables</b>	
<b>List of Appendices</b>	
1.0 Purpose of this Study .....	1
1.1 Introduction .....	1
1.2 Scope of the Problem .....	5
2.0 Research and Findings .....	7
2.1 Introduction .....	7
2.2 Other Jurisdictions .....	11
2.3 Qualitative Research .....	18
2.4 Quantitative Research .....	45
2.5 Criteria for Assessing Options .....	66
3.0 Possible Options .....	70
4.0 Recommendations .....	90
4.1 Introduction .....	90
4.2 For the Broader Public Sector .....	91
4.3 For the Private Sector .....	95
4.4 Other Initiatives .....	97
4.5 Summary .....	104
<b>Appendices</b>	



## LIST OF TABLES

Table	Page
1. Approximate Number of Female Employees Addressed by Section 33 (2)(e) .....	5
2. Number and Percentage of Organizations.....	47
3. Percentage of Organizations by Size With Over 60% Female Employees .....	49
4. Percentage of Organizations In Public Sector According To Size .....	50
5. Percentage of Organizations In Private Sector by Type of Compliance Group Size... <td>51</td>	51
6. Degree of Unionization .....	53
7. Proportion of Female and Male Jobs by Size of Organizations in Each Sector .....	55
8. Wage Gap For Each Sector .....	58
9. Wage Gap For Managerial, Supervisory, Professional and Semi-Professional Hierarchies .....	60
10. Wage Gap For White Collar Hierarchies .....	61
11. Wage Gap For Blue Collar Hierarchies .....	61



## LIST OF APPENDICES

APPENDICES	Page
A. List of Consultations .....	106
B. Advertisement for Written Briefs .....	111
C. List of Briefs Received .....	113
D. Terms of Reference for Qualitative Research .....	116
E. Qualitative Research: List of Sectoral Researchers .....	121
F. Quantitative Research: Questionnaire and Additional Data .....	124
(1) Request for Proposal .....	125
(2) Study Questionnaire .....	135
(3) Study Questionnaire for Hospitals and Related Organizations .....	140
(4) Sample Selection for Private Business Sectors .....	147
(5) Stratification by size for Private Business Sectors .....	155
G. Development of Wage Lines .....	157
H. Pay Equity Commission Advisory Committee Membership .....	163
I. Estimated Female Labour Force Statistics .....	165



## 1.0 PURPOSE OF THIS STUDY

### 1.1 Introduction

The Pay Equity Act, 1987 was proclaimed January 1, 1988. It requires that all public sector organizations and private sector organizations with 10 or more employees establish pay equity plans which ensure that compensation is based on the value of work performed, regardless of the sex of the person doing the work.

Out of Ontario's approximately 2.2-million employed female workforce, 1,715,000 are covered by this legislation. The other 485,000 are either in the federal civil service, federally regulated industries, or in private sector firms with fewer than 10 employees.

The Act represents a growing understanding of the way that traditional ideas about men's and women's work have affected the value attached to such labour -- and the growing recognition that such assessments have been neither accurate nor just.

Ontario's pay equity legislation is the logical extension of a justice initiative born 37 years ago when, through their legislators, the people of the province established that women and men deserve equal pay for doing equal work and, subsequently,

equal pay for substantially the same work. Almost four decades later, the Pay Equity Act, 1987 recognizes the further concept of equal pay for work of equal value as it addresses systemic discrimination in compensation based on gender.

Historically, men and women have done different types of work. This occupational segregation based on sex led to a pervasive undervaluing of the work traditionally performed by women. The historic undervaluation of women's work has contributed to what is called the wage gap -- the difference between the average earnings of men and women working full time.

The wage gap itself stems from a number of different factors, including employment equity initiatives, differences in education, length of labour force experience, degree of unionization, etc. A significant portion of the wage gap, between 1/4 and 1/3, exists because of the historic undervaluation of women's work.

The Pay Equity Act, 1987 aims to eliminate that portion of the wage gap that has resulted from such undervaluation. The legislation requires comparisons between an establishment's job classes predominantly occupied by women and those predominantly occupied by men. Where it is found that job classes are of equal or comparable value -- but the female jobs are under compensated -- the employer must correct the inequities.

Ontario's legislation is "pro-active" -- employers are asked to develop a pay equity plan to identify and correct inequities and to indicate how and when the compensation for any undervalued female job class will be brought into line. Where unions are involved, these plans must be negotiated. A complaint-based mechanism is also available if disputes arise between employers, employees or bargaining agents to these pay equity plans.

Under the Pay Equity Act, 1987, any pay adjustments that result from compliance depend on predominantly female job classes in an establishment being compared to predominantly male job classes in the same establishment. Without male comparators, female job classes cannot benefit from the legislation. Thus, the possibilities for redressing any discrimination in establishments in sectors of the economy which are predominantly female are very limited and, in some cases, non-existent under the Act. The absence of male comparators means that there is no measurable indicator of the existence of systemic discrimination in compensation. There is also no compensation "benchmark" as a measure of fair pay.

These limitations can arise for several reasons, including:

- (a) geographic division limitations in the Act on the definition of establishment (e.g., a retail company's warehouse or head office is in one geographic division while its stores are in others);

- (b) the size of the establishment (e.g., nurses in small clinics versus nurses in hospitals); or
- (c) the fact that only women work there (e.g., childcare organizations).

As a result, the issue is sometimes related to the workplace or establishment and sometimes to the economic sector or subsector involved.

The current Act recognized this possibility and addressed it in Section 33(2) (e), stating that the Pay Equity Office of the Pay Equity Commission:

... shall conduct a study with respect to systemic gender discrimination in compensation for work performed, in sectors of the economy where employment has traditionally been predominantly female, by female job classes in establishments that have no appropriate male job classes for the purpose of comparison under section 5 and, within one year of the effective date, shall make reports and recommendations to the Minister in relation to redressing such discrimination.

This report is in keeping with the requirements of Section 33(2) (e).

It is important to note that the predominant female sectors of the economy studied may contain subsectors which are not predominantly female. Similarly, a sector or subsector may include establishments which are male predominant, female predominant or neither. Furthermore, female predominant establishments may contain some male job classes or no male job classes. What is important in this study with respect to Section 33(2)(e) is that the 'parent' sector is female predominant overall.

### 1.2 Scope of the Problem

The number of female employees in Ontario who are employed in predominantly female sectors are identified below. See also Appendix I.

Table I

#### APPROXIMATE NUMBER OF FEMALE EMPLOYEES ADDRESSED BY SECTION 33(2)(E)

Public Sector	214,000
Private Sector (over 10)	<u>653,000</u>
Total	867,000

Reference to "broader public sector" or "public sector" in this report includes all organizations listed in the Schedule and Appendix of Ontario's Pay Equity Act, 1987. Under this

definition, many otherwise "private sector" organizations are classified as "broader public sector" for purposes of this Act, usually because of funding arrangements with the province.

This study seeks options to address gender discrimination in the setting of compensation for those employees in female job classes in predominantly female sectors of the economy. Potentially 867,000 women could be affected.

This study of predominantly female establishments helps bring us closer to an ideal of justice that our growing sophistication in such issues demands. Fairness in compensation, with a genderless standard, is a fervently pursued objective.

## 2.0 RESEARCH AND FINDINGS

### 2.1 Introduction

In recognition of the responsibility inherent in Section 33 (2)(e) of the Act, a comprehensive research strategy was designed. It was clear that in order to devise and assess options and approaches for redress for women working in predominantly female sectors of the economy, a number of issues had to be clarified. These issues formed the basis of the following set of research objectives:

- (a) to review practices in other jurisdictions;
- (b) to identify sectors of the economy traditionally staffed predominantly by women where it is unlikely that there are male comparators; to review the compensation practices within these sectors; and to attempt to assess to what degree gender discrimination has affected compensation;
- (c) to acquire additional data which would confirm whether or not the sectors of the economy selected were predominantly female; and
- (d) to develop options for redressing pay inequities in those sectors where the existing Act provides no access to redress.

In order to achieve these objectives, a research strategy composed of five components was conceived. First, other

jurisdictions were surveyed to determine whether or not other governments had dealt with this issue and, if so, what policies had been created.

Second, descriptive, "qualitative" studies were undertaken in order to analyze the nature of women's work and to examine the characteristics of the industries and firms comprising the predominantly female sectors of the economy. In all, nine sectoral studies were conducted by independent researchers.

Third, a "quantitative" study, in the form of an employer survey, was designed to provide hard data that would either confirm or reveal discrepancies in the findings of the qualitative reports. The Pay Equity Office staff, in concert with Environics Research Ltd. and SPR Associates, designed and managed the survey and the analysis of the resultant data.

Fourth, criteria were developed in order to assess the value of options and approaches to be considered. How the options measured up to these criteria were carefully considered in evaluating the options and developing recommendations.

Fifth, on-going community consultation was considered essential. This consultation took several forms. An advertisement was placed in major Ontario daily newspapers asking for input into the research on the sectors, and to the options and approaches

that could be considered (See Appendix B - Advertisement for Written Briefs and Appendix C - List of Briefs Received). As the sectoral studies were completed, the Pay Equity Office made them available to those who had submitted briefs and who had expressed a desire to make a further contribution. Concerned groups and stakeholders were also invited to participate in a series of meetings held to discuss options on a sector-by-sector basis. (A more detailed listing is provided in Appendix A - List of Consultations. Appendix C - List of Briefs Received identifies the briefs submitted). An interministerial committee, with representation from concerned ministries and those possibly affected by the options under consideration, was established to provide input into the research approach and the development of options.

Pay Equity Office staff also met with Dr. Morley Gunderson, a labour economist and chair of the Centre for Industrial Relations at the University of Toronto. As part of his consultation, Dr. Gunderson provided the Pay Equity Office with an analytical paper on developing and implementing options.

Consultations were also held with the Pay Equity Commissioner's Advisory Committee - a multi-partisan body established to provide advice regarding the implementation of pay equity in Ontario. The membership of this group is outlined in Appendix H.

This chapter outlines in greater detail the results of research into other jurisdictions; the findings of the qualitative studies; a summary of the quantitative survey; and an explanation of how the criteria for assessing options were selected.

## 2.2 Relevant Policies in Other Jurisdictions

In studying predominantly female workplaces, it was important to know whether other jurisdictions confronted the challenge posed by predominantly female workplaces and if so, how they dealt with the lack of appropriate male comparators.

What follows is a summary of what other jurisdictions have done with respect to predominantly female workplaces.

### Canada

The federal government, the province of Quebec and the Yukon Territory, have complaints-based pay equity legislation that doesn't address this issue. Three other provinces, in addition to Ontario, have passed pay equity legislation based on a proactive approach.

In Manitoba, pay equity legislation has been in effect since July 1985, with implementation already completed in large portions of the public sector. Crown corporations, hospitals and universities recently reached tentative pay equity agreements; when finalized, adjustments will be made retroactive to September 30, 1988.

The Manitoba Government has decided to study the impact of present pay equity legislation before considering extending the

Act to include the private sector. The matter of predominantly female workplaces was not an issue within the predominantly female health sector. The legislation covered only hospitals and not smaller establishments such as nursing homes. Manitoba's 23 hospitals voluntarily agreed to be grouped together. The approach used voluntarily by Manitoba's hospitals, however, may suggest a means of providing male job classes to which female job classes can be compared.

In May 1988, Nova Scotia passed its Pay Equity Act. Nova Scotia's legislation applies to civil servants, correctional services employees, highway workers and employees of the Victoria General and the Nova Scotia Hospitals. Implementation for the civil service began in September 1988, with the remainder of the public sector to begin implementation in September 1989.

The Nova Scotia Act requires that each employer and representatives of its employees agree on a single job evaluation system to be used for pay equity purposes. Currently, no agreement has been reached on the type of evaluation system to be used, thus, no comparisons have been done. As far as can be determined, the issue of predominantly female sectors or establishments has not been raised. The Government of Nova Scotia announced its intention to introduce private sector legislation by 1992.

Prince Edward Island passed its pay equity legislation in May 1988. Similar to the Nova Scotia and Manitoba legislation, Prince Edward Island's law covers the public sector, broader public sector and crown corporations. Pay equity implementation is to begin January 1, 1989, for the civil service and January 1, 1990, for the broader public sector -- school boards, hospitals, nursing homes, the University of Prince Edward Island and agencies of the Crown.

While the Prince Edward Island Pay Equity Bureau foresees a possible problem with the lack of male comparators in predominantly female workplaces, the bureau is not now addressing this issue.

Finally, Newfoundland, while not introducing legislation, has taken pay equity initiatives in the form of a non-legislated program. The Newfoundland civil service and the five unions involved have reached a pay equity agreement that covers the public sector. This agreement will cover the provincial civil service as well as employees in hospitals and crown corporations. Legislation is not expected for either the public or the private sectors.

Although three provinces have passed legislation, and a fourth has begun to implement pay equity without legislation, their initiatives are not as comprehensive in their application as

Ontario's Pay Equity Act. The issue of no comparators in predominantly female sectors or establishments has not been addressed by these governments.

The Government of New Brunswick has promised to introduce pay equity legislation, anticipated in 1989. As for the other provinces, British Columbia, Alberta, and Saskatchewan, and the North West Territories, no legislative pay equity initiatives are underway, and none are planned.

#### The United States

A review of pay equity initiatives in the United States indicates that 43 states and the District of Columbia have taken at least an initial step in addressing what Americans refer to as "comparable worth" issues. In addition to this, 20 states have made or have appropriated funds for pay equity adjustments. Furthermore, six states have begun or are completing broad-based implementation of their pay equity plans. Minnesota is the first and only state to fully implement its plan; Oregon, Washington, New York, Iowa and Wisconsin are now completing theirs. All of these deal only with the public sector.

The Pay Equity Office consulted with members of the National Committee on Pay Equity, the American Federation of State and Municipal Employees union, the Service Employees International Union and the Institute for Women's Policy, and found that all

were unaware of initiatives or studies that addressed the problem of lack of male comparators in predominantly female workplaces.

### Other Jurisdictions

In 1951, the International Labour Organization (ILO) passed Convention 100. Article 2 of that Convention states that all signatory nations to the ILO treaty shall ensure the principle of equal remuneration for men and women conducting work of equal value. The Treaty of Rome, which established the European Economic Community (EEC) in 1957, states that all member nations shall maintain the application of equal pay for equal work. In 1985, the European Court of Justice, which ensures the compliance of member nations with EEC law, issued its Equal Pay Directive. Article 1 states that the principle of equal work originally outlined in the Treaty of Rome is to be interpreted as equal pay "for the same work or for work to which equal value is attributed". Although European jurisdictions are required to implement equal pay for work of equal value, research shows that the problem of comparators in predominantly female workplaces has not been addressed.

The Netherlands has had complaint-based equal pay legislation since 1975. An employee wishing to make an equal pay claim must fulfill several bureaucratic requirements, including a formal registration of the claim and completion of a detailed questionnaire.

Articles 3 and 5 of the Netherlands Equal Pay Act indicate:

If a comparison cannot be made within an undertaking, the employee may refer to another undertaking, which is similar or which is engaged in the same activity. The wage will be considered equal if they are calculated on the same basis (i.e., wage scales) and non-financial benefits are taken into account.<sup>1</sup>

In essence, this legislation enables the complainant to make comparisons within other similar establishments if no male comparison groups are available in the same establishment.

It is important to note that under this legislation, two key categories of employees are excluded -- employees in private households and government civil servants. They are covered by different legislation.

In Australia, state and federal wage tribunals determine minimum wage rates for each occupation, regardless of the gender of incumbents. In 1969 the federal wage tribunal introduced "equal pay for equal work". In 1972, equal pay for work of equal value was introduced. The issue of predominantly female sectors has not been addressed.

The New Zealand Equal Pay Act of 1972 requires equal pay for substantially similar work. The legislation calls for women to be paid the same as a hypothetical male employee would be paid if

---

1. C. Goodwin, Equal Pay Legislation and Implementation; Selected Countries (Ottawa: Labour Canada, 1984), p. 49.

that many were employed in the female job. The New Zealand statute expressly covers situations where work is exclusively or predominantly performed by females. In effect, Section 3 (1)(b) of the New Zealand law requires that consideration be given to what a notional or hypothetical man would be paid if he were performing the job. Although the statute does not mention job evaluation, Section 3 (1)(b) does seem to imply it.

In summary, no other jurisdiction within Canada or the United States has dealt with predominantly female workplaces. As far as the research was able to ascertain, only two other jurisdictions -- the Netherlands and New Zealand -- have addressed the issues found in predominantly female establishments and then only in the context of equal pay for equal work legislation. It appears that there is no concrete domestic or international experience upon which Ontario can rely.

For this reason an extensive search for, and examination of, as many possible options and approaches to addressing this challenge was conducted.

### **2.3 Qualitative Research**

Using Ontario data from Statistics Canada on both female-dominated occupations and labour force description by occupation and sex, 1981, nine sectors were identified as potentially having predominantly female employees. These sectors are:

1. Childcare
2. Health care
3. Community and social services
4. Libraries
5. Leather, textile and apparel manufacturing
6. Manufacturing
7. Retail
8. Personal services
9. Tourism

In order to gain a better understanding of these sectors, nine sectoral studies were undertaken by independent researchers (see Appendix D: List of Sectoral Researchers). The qualitative research was designed to describe the sectors and give a fuller picture of women's employment. Each researcher was asked to examine the sector in terms of its characteristics; the kind of industries (and their number and size) within each sector; the degree of unionization; occupations and jobs typical to the sector; and pay equity issues such as the degree of occupational

segregation and the size of the wage gap (see Appendix D: Terms of Reference for Sectoral Studies). The full reports of the research are published in Research Report I of this study.

Sectors of the economy which were 60 percent female were considered to be predominantly female. However, because of lack of available data, it was impossible to identify beforehand which sectors were comprised 60 percent of women. Consequently, less obvious, but nonetheless affected, sectors were also studied. As a result, some sectors that were not obviously female-dominated, for example, tourism and manufacturing, were included for study.

Each sector studied is described briefly below in terms of industries and occupations. Also analyzed are other factors, such as unionization and human resource policies, which affect pay.

#### Description of the Sectors

##### 1. Childcare

The childcare industry is legislated under the Day Nurseries Act and is administered through the Family Service and Income Maintenance Division of the Ministry of Community and Social Service. Under the Pay Equity Act, 1987 all regulated childcare centres - public and private - are considered part of the

broader public sector as per the Act's Appendix to the Schedule and specifically in reference to the section on Ministry of Community and Social Services (see 1(n), p. 68). There is a large (80 percent of all childcare spaces) informal component--where women take other women's children into their homes to make "extra money".

There are 96,115 childcare spaces in the formal childcare delivery system in Ontario. These are delivered through centres which are commercial (36%), non-profit (52% in centre-based childcare and in private home childcare [PHDC]) and municipal (12%). The PHDC accounted for 9,013 spaces provided by 4,742 women, in their homes, under the supervision of 111 home inspectors.

Virtually all childcare workers are female. There are 17,443 childcare workers: 15,028 full time and 2,415 part-time. Most workers have an Early Childhood Education (ECE) diploma from a two-year college course and at least one-third have more education.

Childcare centres associated with municipalities and community colleges would likely have male comparators. As private home childcare involves self-employed individuals, 36 percent of the childcare sector is not a predominantly female sector of the economy for the purposes of this report.

The 64 percent of childcare employees who find themselves in a predominantly female sector with no male comparators comprise 11,236 full and part-time workers.

Childcare workers tend to earn up to 30 percent less than labourers or animal caregivers. Childcare workers averaged \$267/week while the average industrial wage was \$404/week in Ontario. In 1988 childcare workers topped the list of the 10 worst paid occupations in Canada.

What little unionization there is, is within municipal centres. Only 11 commercial centres have been unionized out of 802.

Wages and benefits are determined without sophisticated human resource policies and programs. Salaries are determined by the "budget," usually accounting for 70-90 percent of such monies, originating from user fees and fund raising. In general, commercial childcare workers earn 50 percent less than municipal childcare workers while non-profit childcare workers earn 30 percent less.

## 2. Health Care

There are at least 600,000 people who work in the Ontario health care system. This conservative estimate means that at least 5 percent of the total Ontario labour force and 9 percent of the

total Ontario female labour force are involved in the health care field. Over three-fourths (79 percent) of these employees are female.

There are at least 2,000 health care establishments, (apart from doctors' or dentists' offices) that can be grouped into 18 distinct categories:

- hospitals (public, private and psychiatric);
- nursing homes;
- adult community mental health centres;
- homes for special care;
- laboratories;
- ambulance service;
- community health service organizations;
- the Victorian Order of Nurses;
- the Ontario Cancer Treatment Research Foundation;
- district health councils;
- detoxification centres;
- placement coordination centres;
- community health centres;
- children treatment centres;
- the Red Cross;
- hospital service laundries;
- foundations;
- registries.

Funding comes from all three levels of government, fund raising, user fees and the private sector. Direct health care expenditures exceed \$10 billion per year in Ontario.

The largest group of health care workers are women in clerical, semi-professional, and professional jobs - nurses, physiotherapists, occupational therapists, laboratory technicians and technologists, registered nursing assistants, medical records

clerks and unit clerks. There are few direct male comparators since male jobs tend to be found at the top (hospital administrators) and at lower levels (dietary porters).

Still, there appears to be some gender-based pay gaps when one looks at training, skill, stress, shifts and environmental factors.

For example, a male dietary porter whose primary duty is to carry food can start at a salary higher than that of most female clerical workers and higher than that of a dental hygienist. Even larger organizations -- hospitals, some of the laboratories, some of the nursing homes and a few others which employ more than 100 employees -- are so female dominated that there are few, if any, valid male comparators. In some of the institutions (e.g., ambulance services and laboratories) where male comparators exist, there are fewer female jobs.

There are many unions in the health sector, and they appear to have improved pay levels. The major unions include the Ontario Nurses Association (ONA), the Service Employees International Union (SEIU), the Ontario Public Service Employees Union (OPSEU), the Canadian Union of Public Employees (CUPE), and the International Union of Operating Engineers (IUOE). Many additional smaller unions and professional organizations are also

involved. Province-wide negotiations are the norm for nurses in the hospitals.

### 3. Community and Social Services

There are more than 1,800 service agency establishments in Ontario. These include commercial, non-profit and government agencies. Government agencies are not of concern here since they are part of larger municipal or provincial organizations where male comparators are likely.

The other agencies are covered by the Pay Equity Act, 1987 via the Appendix to the Schedule which means they are considered public sector. However, there are very few male comparators anywhere in the sector. Seventy percent of the employees in this sector are women.

Social service has its origins in volunteerism -- labour was free because it was not expected that the predominantly female volunteers need earn their living.

With the exception of the Young Offenders Program, all sub-sectors of the community and social services sector are female dominated. The services provided by this sector are targeted to various need groups:

- the elderly through homemaker services, visiting homemakers and home support services;

- the handicapped;
- children through children's aid societies and the young offenders program;
- priority groups such as battered women and children's centres, Indian friendship centres and services for immigrant women.

Wages are low in the social services sector in comparison with the rest of the economy. The women (and men) who work in this sector are generally professionally trained with post secondary degrees and certificates. Wages vary among institutions according to their funding levels. Funding is determined by public perception and concern with the perceived needs of the institution's clients. Often the staff of social services organizations will opt for less money in wages to shift funds to the social problems they are working with.

Public servants working in this sector earn 20-30 percent more than similarly skilled employees with other community-based social service organizations.

Ontario's social agencies are less unionized than those of other provinces. The only real unionization (about 50 percent) is found in municipal homes for the aged and the children's aid societies. Where unionization exists and funding levels are adequate, wages rise substantially.

The community and social services are being regionalized and decentralized. Commercial operators are being used in some cases.

#### 4. Libraries

The majority of Ontario's 14,050 library workers are employed in the public sector. Only public libraries were studied for this report, since those libraries in universities, community colleges and school boards are part of larger organizations and, consequently, are not in predominantly female establishments. Some public library workers are already being compared to male job classes in Ontario's municipalities. Other public libraries are considered to be separate employers from municipalities. They are, therefore, predominantly female with few, if any, male comparators. If a standard approach is not adopted across all public libraries in the province, a very uneven redistribution of salary dollars in the public library system could result.

Nearly 70 percent of the larger libraries are unionized, while less than one percent of the smaller library boards (those serving populations of fewer than 15,000) are unionized. Almost all unionized public library workers are represented by CUPE.

Public libraries are numerically dominated by women (over 90 percent of the workforce), but administratively dominated by men. Female employees are typically university educated; often the clerical staff also have post-secondary degrees. The small number of male employees are usually in senior administrative, security or maintenance positions. There are few opportunities for advancement, and there exists a rigid, and widening, demarcation between "professional" and "non-professional" job classifications.

Only a master's degree in library science enables a crossover from the clerical to the professional positions. Computerization is also taking place and relevant skills are being sought. More men than women tend to take computing and information science electives in library studies. As a result, male computer specialists are beginning to dominate salary scales, while displacing female staff in lower paid positions.

The two primary sources of revenue for public libraries are municipal allocations and grants from the province. Public library boards submit expenditure estimates to their local municipal councils. These councils appropriate money to be transferred to the public library board. There is considerable variation in the extent to which municipalities are involved in the administration of public libraries and, consequently, in

whether public library workers should be considered employees of library boards or municipalities.

##### 5. The Leather, Textile and Apparel Manufacturing Sectors

The leather manufacturing sector includes industries engaged in tanning, currying and finishing leather. This sector is also engaged in producing leather or simulated leather goods such as luggage, purses, handbags, boots, shoes, "small leather goods", boot and shoe cut stock and findings of leather or other materials with the exception of rubber.

Industries in the textile sector manufacture fibres from the products of pulp and petrochemical industries as well as using natural fibres for the production of non-woven materials or yarns which are then converted into knitted, woven, non-woven and coated fabrics for industrial products, apparel and home furnishings.

The apparel sector, from its inception in the early industrial life in Ontario, was a logical outlet for products from textile industries, particularly for the products of the spinning frames and looms. Industries in the apparel manufacturing sector convert textile fabrics into garments for men's, women's and children's clothing of all types. There is a high

interdependency between the apparel and textile manufacturing sectors.

Textile production tends to be located in mid-sized towns; the design, grading, cutting and shipping functions of the clothing manufacturing sector is based primarily in metropolitan areas. Forty percent of garment assembly takes place in satellite plants located in rural areas.

A total of 1,900 establishments in the leather, textiles and apparel industries combined employ about 82,500 people. The apparel manufacturing sector is clearly the largest of the leather, textile, and clothing sectors combined (about 67,000 employees).

Firms are female predominant in virtually every industry in the apparel manufacturing sector with the exception of the fur goods industry. In 1985, women constituted 77.52 percent of the total Ontario workforce in the apparel manufacturing sector. For example, sewing machine operators occupy the largest occupational category in the textile and clothing industries. There are about 28,500 sewing machine operators in Ontario, 27,000 of whom are women.

Women are less frequently employed in the leather and textile manufacturing sectors, accounting for 59.36 percent and 41.31

percent of their respective workforces. Women do, however, dominate in a few industries within these sectors. In particular, women constitute a predominant (or near predominant) proportion of the workforces in the footwear industry, and the luggage, purse and handbag industry of the leather manufacturing sector, and in the household products industry, the hygiene products industry and the miscellaneous "other" textile products industry of the textile manufacturing sector. It should be noted that about 44 percent of the three sectors combined have fewer than 10 employees.

The degree of unionization varies in the three sectors. Thirty-five percent of workers in the leather manufacturing sector, 54.1 percent of workers in the textile manufacturing sector, and 32.1 percent of workers in the apparel manufacturing sector were unionized. Marginally higher percentages of workers in the textile and apparel manufacturing sectors were covered by a collective agreement. Typically, it is the larger establishments, employing 50 or more which are unionized.

A majority of workers in these sectors do not have a high school diploma, and more men in these sectors have trade certificates, or some university or college training. The workforce in the apparel manufacturing sector also tends to employ largely immigrant women, from many different cultures, who speak English as a second language. Immigrant workers, however, are more

commonly found in Toronto than in other regions of Ontario. The apparel manufacturing sector has traditionally provided employment for new immigrants and continues to do so today. One major reason for the high percentage of immigrants in these industries is that knowledge of English is not required to obtain a job.

#### 6. Manufacturing

The manufacturing sector has been referred to as the engine of the Ontario economy. Establishments within this sector are either privately owned or publicly traded. Of the 15,570 establishments in 1985, 1,131 were individual ownerships. Three hundred and eighteen were partnerships, 14,098 were incorporated companies and 23 were co-operatives.

The manufacturing sector is divided into 18 subsectors/industry divisions and 201 separate industries (excludes industries related to textile manufacturing dealt with above).

The subsectors or industry divisions within the sector are quite separate and distinct in terms of what they manufacture, the technology and people they employ, as well as the markets they serve.

Within an industry division there are a variety of industries which specialize in the manufacture of particular products. The process of manufacture has distinct similarities within industries in particular divisions, but is not likely to resemble the process in other industry divisions. For example, the process of manufacturing electrical products is quite distinct from that of plastic products. The process of manufacturing petroleum and coal products is unique and distinct from that of food. Within industries manufacturing electrical products, however, the process of manufacturing is quite similar. Likewise the process within industries manufacturing food products.

Sixty-five industries (32.3 percent) have 25 or fewer establishments; 39 (19.4 percent) have 26-49; 41 (20.3 percent) have 50-99; 26 (12.9 percent) have 100 -199; 19 (9.4 percent) have 200-400; and nine (4.5 percent) have between 400-999. Only two industries (one percent) have more than 1,000 establishments.

Almost 50 percent (11,054) of the establishments in the manufacturing sector employ fewer than 10 people while 7 percent (1,620) employ more than 100. Eighteen industries (9 percent) in the sector do not have establishments with more than 100 employees. In total, approximately 915,000 people are employed in the sector. About 670,000 are employed in production and related work and approximately 26 percent of these are women.

In the administration and non-manufacturing areas, a total of approximately 245,000 are employed, 32 percent of which are women.

Within the manufacturing sector of the Ontario economy there are several industries with a concentration of female employees. These have been identified as the biscuit industry (61.5 percent), toiletry preparations (66 percent), motor vehicle fabrics (62.7 percent), electrical products, toys and games (70.9 percent) and the broom, brush and mop industries (62.2 percent).

The manufacturing sector has a relatively high degree of unionization overall. Virtually all industrial unions have some level of representation within the manufacturing sector. The Canadian Automobile Workers and United Steelworkers appear to represent a large proportion of represented workers in manufacturing. Other unions tend to represent specific industries and do not appear to have the same level of broad base representation.

It should be noted that this pattern of unionization also appears in the industries where women predominate. That is, in electrical products pharmaceutical, toilet preparations, jewellery and silverware, sporting goods and toys. The predominance of women in an industry, therefore, is not indicative of a non-union status.

In summary, the manufacturing sector is large and diverse. Eighty percent of the establishments employ fewer than 50 people which represents 20 percent of the women employed in production and related occupations and 80 percent of the women in administration, office and non-manufacturing employees are employed in establishments of over 50. There is a significant degree of collective bargaining throughout industries in the sector in firms of over 50.

There appears to be significant differences between industries where women dominate, those that men dominate and those where there are roughly the same proportion of men and women. Differences exist as to the size of the industry overall, the proportion of firms employing fewer than 50 people and, in the goods they manufacture.

In terms of achieving pay equity in this sector, it would appear that a large proportion of the establishments will have sufficient men and women to make comparisons.

#### 7. Retail

The retail sector of the Ontario economy is comprised of 89 separate industries which can be grouped into 21 subsectors. Of its 66,100 firms, 84 percent employ fewer than 10 employees and are not covered by the Pay Equity Act, 1987. This sector employs

16 percent of all women currently in the Ontario workforce. Women comprise 40 percent of the workers in the retail sector. In eight of the 21 subsectors, at least 50 percent of the employees are women. These subsectors are: general merchandise, women's clothing stores, clothing goods, drug stores, books, stationary, florist shops, jewellery stores, and tobacconists.

Unions have been most successful in the larger food chains. Where firms are organized, wages approach the average industrial wage rate. Otherwise, the average is 60 percent less.

In the food stores subsector, there will be potential male comparators. Here women tend to work as cashiers and sales clerks. Men tend to work as meat cutters, meat packagers, receiving clerks and as warehouse workers.

In the rest of the retail sector, there appear to be 12 typical jobs. Women tend to be concentrated into four - Cashier (91 percent), salesperson (non-commission) Classes A and B\* (84 percent) and as tailors/alterationists (73 percent). Men, on the

---

\* Class A: Salesperson requires little knowledge of merchandise sold

Class B: Salesperson requires enough knowledge of products to assist customers in making selections

Class C: Salesperson requires detailed knowledge of products and considerable skill in salesmanship

other hand, are concentrated into commissioned sales Class B (60 percent), commissioned sales Class C\* (74 percent), warehouse workers (95 percent), and truck drivers (heavy and light) (100 percent). Depending on the size and configuration of the retail operations there may or may not be male comparators within a particular organization.

Even within the same establishment, significant variations in wages for sales staff occur which depend on the method of compensation, i.e., incentive versus straight time, or straight time plus bonus. Men and women are often paid on different bases. Traditionally women are paid straight salary. In terms of commission sales, men sell "big ticket" items -- furniture, major appliances etc. -- on commission, while women sell less costly commissioned soft goods.

A concern in this sector is part-time employees who receive lower wages and negligible benefits. Forty-three percent of women working in retail work part-time compared to 22 percent of the men. Rather than up-grading these part-time positions with pro-rated benefits, it appears that the trend is for firms to cut labour cost by shifting workforce composition from full- to part-time workers.

## 8. Personal Services

The personal services sector is comprised of an assortment of organizations including household services, barber and beauty shops, health spas, laundries, dry cleaners, funeral services, and other consumer services ranging from maid services to lawn and garden care. It is a low-skilled, low-mobility, low-paying sector of employment for both women and men. The sector as a whole is predominantly female (72 percent), and is largely drawn from Ontario's immigrant population.

Most organizations are small and very labour intensive in nature. There are 17,639 establishments in the private personal services sector, with 45,000 employees. Approximately 99.8 percent of these establishments have fewer than 100 employees; 87 percent have fewer than 10 employees, and are therefore not covered by the Act. In these small establishments, human resource policies are vague and/or non-existent, and any new initiatives would require extensive education and support.

Both consumers and other businesses hold a vested interest in keeping down the costs, and subsequently the wages, of personal services. The average weekly wage in Ontario (excluding overtime) for all employees is \$460; workers in the personal services sector earn, on average, \$246 a week. The average female in a personal services occupation earns \$175 a week, to

the average male's \$292. Women in unionized segments of this sector earn an average weekly salary of \$314.

Unionization, where it has occurred, has had an obvious and significant impact on the income of women in the sector. However, the small size of the firms in this sector and vulnerability of its often newly-arrived employees have prevented any significant unionization. The laundry and dry cleaning industry represents a rare exception; it has a union which represents about 30 percent of the shops. Employees in small, non-unionized firms may achieve pay equity through a "trickle-down" effect. For example, if housekeepers included in major hospital's pay equity plans receive considerable wage adjustments, a change to all housekeepers' salaries may eventually result.

Since most of the firms in this sector are exempt from the proactive aspect of the legislation, pressure can only result from the filing of complaints. As many immigrant women will lack the language skills and confidence to register complaints against their employers, a large scale, multilingual campaign and proactive counselling services may be necessary to effect any change to the salaries of women working in personal services.

9. Tourism

The tourism sector is a collection of separate and very different industries that serve the same customer base. Tourism is Ontario's second largest export industry, with 29,100 establishments and 432,135 employees. Employment in tourism is currently growing at more than 5 percent a year and is expected to increase even faster in the 1990's.

Included in the sector are:

- accommodation;
- attractions;
- camping;
- car rentals;
- fishing and hunting equipment;
- food and beverage services;
- luggage;
- souvenirs;
- tour companies;
- transportation;
- travel agencies; and
- traveller's cheques.

Industries which are predominantly female include travel agencies, tour agencies, tourism associations, accommodation and food, and cultural institutions. Many employers in these industries have fewer than 10 employees, and are therefore not covered by the Act.

Many areas of tourism receive both private and public sector funding. Any comparisons among industries must take into account the amount and type of funding which forms the basis of many non-

profit tourism businesses, as funding availability, market supply and union involvement (or lack thereof) factor heavily in wage setting.

Travel agencies employ an estimated 5,500 to 6,500 people, of whom 85 percent to 95 percent are female. Agencies typically have three or four employees. The only men in retail and wholesale agencies tend to be the owners or managers, so few male comparators exist.

Tourism associations are both public and private establishments which promote tourism for a particular industry or geographic region. They are numerous and generally take the form of small local associations, most with too few employees to be covered by the legislation. They are predominantly female, with wages in the \$15,000 to \$25,000 range, except for the larger organizations. The larger organizations, such as the Metropolitan Toronto Convention and Visitors Association, are covered by the pay equity legislation, but have few potential male comparators.

Convention, visitor and tour organizations are small, privately owned establishments, largely owned and staffed by women. Approximately half their employees are casual labour, and the organizations are generally too small for inclusion under the Act.

The accommodation and food industry employs over 600,000 people. The hospitality industry (hotels, motels, lodging houses, camp grounds, food services) accounts for 195,880 employees, and is predominantly female. The restaurant business employs almost 150,000 in its 11,000 firms, of whom 59 percent are female. There are over 50,000 employees in Ontario's 3,000 hotels and motels. Women comprise half the workforce in the larger hotels, which are unionized and better paying, and predominate in smaller operations.

The cultural industries are predominantly female, especially in the theatres, museums and galleries where most establishments are too small for coverage under present legislation. Wages will remain low unless granting or fund raising increases.

Attractions, such as Ontario Place, are difficult to link to pay equity because most of their employees are part-time, seasonal or casual. There are approximately 80 attractions in Ontario, of which 13 are government agencies or centres that are considered public institutions.

Most firms in the tourism sector are non-union, with the exception of major hotels and provincially run facilities. There is usually a substantial wage gap between unionized and non-unionized firms in the industry. There is little data on the gender gap in the tourism sector. Several hundred thousand

women work in tourism, in firms that are too small to be covered by current pay equity legislation.

### Analysis

Factors other than equal pay for work of equal value affect pay in these sectors. Sectors such as childcare, public libraries, and community and social services are heavily dependent on government funding, and this has a direct impact on employee salaries. These sectors also have a comparatively higher proportion of women, and these women are often concentrated in smaller establishments. Because of the impact of any user charges on access to these services, employers in several of these sectors are concerned about the need for increased government funding with pay equity requirements. Among childcare centres, health organizations and community and social service agencies, there is a mix between non-profit and commercially based operations.

In the manufacturing, retail, tourism, and personal services sectors, the proportion of women employed, their concentration in specific industries, and the occurrence of predominantly female establishments, varies considerably. In many organizations in these sectors, appropriate male comparators may exist in larger establishments (e.g., in grocery or department stores and head offices), but not in smaller establishments (e.g., in travel

agencies or hairdressing salons). Where there are larger numbers of men, they tend to be concentrated at the higher and lower ends of the pay spectrum. In the apparel, textile and leather manufacturing sector, there is a higher proportion of women than in manufacturing or retail overall. In all these sectors, low profit margins often affect the ability of employers to raise wages and salaries. In addition, in the retail and manufacturing sectors, there is a high degree of start-ups and failures of firms. Some employers, especially those in low-growth or declining industries, are concerned about the possible effects of free trade on their enterprises.

Unionization varies from sector to sector. For example, it is relatively high in manufacturing, libraries and in the health sector, but low in community and social services. Where unions do exist, female earnings are greater, but bargaining for higher wages has been constrained by such factors as limited government funding, the overall decline in some industries, the fact that many are seen historically to be low-wage sectors and, where applicable, the removal of the right to strike.

The major determinant of the existence of formal personnel or compensation policies seems to be that of size. According to the sectoral research, seldom do smaller organizations have job descriptions or formal human resources policies in place.

The research illuminated factors which have an effect on the low average earnings of women in these sectors other than the existence of gender-based discrimination in compensation.

Examples of such factors cited by the researchers include:

- the preponderance of part time work;
- the practice of contracting out services;
- low or uneven levels of government funding;
- overseas competition;
- low profit margins; and
- the impact of unionization.

Overall, the research has provided a sense of the complexity within many of the sectors and the myriad of factors at work in the determination of pay.

## 2.4 Quantitative Research

Very little data on characteristics of predominantly female sectors of the economy are available from Statistics Canada. For this reason, original research had to be conducted via a survey of Ontario employers. The team of Environics Research Group Inc. and SPR Associates Inc. was selected via a competitive process to work with the Pay Equity Office to design and carry out the survey. The methodology for the survey and the analysis of the results are summarized below. A more complete analysis of the quantitative study is published as Research Report II of the study.

Wherever possible, data in tables are divided between sectors that generally represent the "broader public sector" and those which fall in the "private sector". Again, it should be kept in mind that some "for-profit" organizations, e.g., in the childcare sector, that are otherwise "private" are classified as "public" for purposes of the Pay Equity Act, 1987 as per the Schedule and Appendix. Similarly, some organizations in the health care sector are "private" even for purposes of the Act, but since they are a minority, they are grouped with similar "public" organizations.

2.4.1. Methodology1. Sampling

In order to have a representative sample of employers in predominantly female sectors, responses from at least 300 organizations in each sector was desired. In constructing the sample, listings of organizations in each sector were compiled from various sources (see Appendix F4: Sample Selection for Private Business Sectors). Within some of the larger sectors, the sample was limited to those industries which were known to have a higher proportion of female employees. For example, in manufacturing only industries with 50 percent or more female employees in either plant or administrative jobs were included (see Appendix F4: Sample Selection for Private Business Sectors).

Further, organizations of different sizes were included in the sample because the presence of male comparators is likely to vary with organizational size (see Appendix F5: Stratification by Size for Private Business Sectors). Private sector organizations with one or two employees were not included in the sample because it is unlikely that the employees would have job classes of equal or comparable value.

The survey was sent to 7,193 organizations. More than 4,000 responded. Data were reported for more than 30,000 jobs and for more than 170,000 employees. Table 2 below shows the number and percentage of organizations in each sector which responded.

TABLE 2

## NUMBER AND PERCENTAGE OF ORGANIZATIONS

	<u>Number responding</u>	<u>Percentage response</u>	<u>Percentage of sample</u>
<b>Public Sector</b>			
Childcare	481	64%	12.0%
Health care	463	58	11.5
Community/Social Serv	419	58	10.4
Public libraries	235	80	5.8
<b>Private Sector</b>			
Apparel manufacturing	447	53	11.1
Other manufacturing	495	52	12.3
Retail	551	60	13.7
Personal service	447	49	11.1
Tourism	461	52	11.5
Did not indicate sector	25	--	.6
Total	4024		100%

In total, 56 percent of the organizations responded in time for their data to be included in this report. The proportion of those responding in each sector is also provided. All sectors had at least a 50 percent response rate with the exception of the personal services sector

which was 49 percent. The public library sector had the highest response rate - 80 percent. These levels of response imply that the findings of the study are reliable and valid for each sector.

## 2. Questionnaire

A survey questionnaire was specifically developed for this study. The questionnaire (reprinted as Appendix F2 - Study Questionnaire) required employers to provide information on organizational size, the minimum and maximum salary paid to jobs, the proportion of full-time and part-time (including casual, seasonal) men and women who worked in each job, and other questions relevant to pay equity. The questionnaire was originally tested on about 100 employers. The pilot test indicated that the survey was too difficult for large hospitals, which had hundreds of jobs. A second questionnaire was then developed for large hospitals which asked them to provide information on 56 specific jobs (a copy of this questionnaire is reprinted as Appendix F3- Study Questionnaire for Hospitals and Related Organizations).

## 2.4.2 Analysis

### 1. Proportion of Females

Table 3 below shows the proportion of organizations in each sector and in each size grouping where more than 60 percent of the workforce is female. This percentage threshold is consistent with the 60 percent cut-off used in the Act to determine whether or not a job class is female.

TABLE 3

#### PERCENTAGE OF ORGANIZATIONS BY SIZE WITH OVER 60% FEMALE EMPLOYEES

	<u>1 to 9</u>	<u>10 to 49</u>	<u>50 to 99</u>	<u>100 to 499</u>	<u>500 or more</u>	<u>Overall</u>
<b>Public Sector</b>						
Childcare	100%	100%	100	50%	100%	99%
Health care	64	91	99	100	100	91
Community/Social	83	83	91	100	100	85
Public libraries	98	98	100	100	-	98
<b>Private Sector</b>						
Apparel mfg.	59	70	80	85	50	69
Other manufacturing	41	37	41	29	60	39
Retail	79	71	63	58	43	76
Personal service	54	53	45	39	83	53
Tourism	64	58	49	30	0	59

Based on the sectoral studies and the quantitative survey, six of the sectors, four public and two private, are clearly predominantly female: childcare, health care, community and social services, libraries, apparel manufacturing, and retail. The three remaining sectors -- other

manufacturing, personal service, and tourism, -- only contain subsectors or industries which are predominantly female.

## 2. Size of Organization

The number of employees in an organization is likely to be related to the number of jobs. Smaller firms often have fewer jobs in total. In predominantly female workplaces, size is therefore an indicator of the likely existence of male comparators.

Table 4 shows the proportion of organizations in the public sector by size groupings. For childcare, health care, community and social services, and public libraries, the data are presented for five size groupings.

Table 4  
PERCENTAGE OF ORGANIZATIONS IN PUBLIC SECTOR  
ACCORDING TO SIZE

	1 to 9	10 to 49	50 to 99	100 to 499	500 or more
Childcare	53%	45%	1%	1%	0%
Health care	19	23	24	25	8
Community/social	41	41	11	7	0
Public libraries	64	25	7	4	0

For the remaining five sectors, the data are calculated from the sectoral populations noted in Appendix F5-Stratification by Size for Private Business Sectors, which exclude organizations with one or two employees.

It should be noted, however, that this exclusion results in underestimations of the proportion of firms of fewer than 10 employees (Table 5).

Table 5

PERCENTAGE OF ORGANIZATIONS IN PRIVATE SECTOR  
BY TYPE OF COMPLIANCE GROUP SIZE

	Not covered	Posting optional	Posting required
	<u>3 to 9</u>	<u>10 to 99</u>	<u>100 or more</u>
Apparel mfg.	34%	53%	13%
Other manufacturing	39	49	12
Retail	74	25	1
Personal service	55	39	5
Tourism	46	51	3

With the exception of the health care sector, most employers in predominantly female sectors are small employers. Virtually all of the childcare organizations (98 percent) employ fewer than 50 people; 53 percent have fewer than 10 employees. In public libraries, 89 percent have fewer than 50 employees and 64 percent have fewer than 10 employees. In retail, 74 percent employ fewer than 10 people.

Many of the organizations surveyed in the private sector are not covered by the Pay Equity Act, 1987 because they have fewer than 10 employees. The issue of whether or not male comparators exist in the firms that are covered is discussed under gender predominance (Table 7).

### 3. Unionization

It was expected that predominantly female sectors of the economy would be non-union and this is the case (Table 6). Over 75 percent of the organizations in each sector with the exception of health care indicated that they have no unions. In most of the sectors over 90 percent of the organizations were non-union.

The only sector which is unionized to any degree is health care. In health care 60 percent of the organizations are unionized. This figure is affected by the fact that 70 percent of the hospitals which responded to the survey indicated that more than 50 percent of their employees are unionized. Only 13 percent of the hospitals have no unions. In health care organizations other than hospitals, 45 percent indicated they were non-union, while 48 percent have unions that include at least half of the employees.

The quantitative data are fairly consistent with the findings of the sectoral studies, with a few exceptions. Based on the sectoral studies, the health care, manufacturing, library and apparel manufacturing sectors were expected to be moderately to highly unionized. The quantitative data for health care is consistent with this generalization. However, in the manufacturing sector, where only female-dominated industries were surveyed, it is not surprising that the quantitative study provided different findings.

Table 6  
DEGREE OF UNIONIZATION

	<u>None</u>	<u>Up to 50%</u>	<u>More than 50%</u>
<b>Public Sector</b>			
Childcare	91%	1%	9%
Health care	40	9	51
Community/Social Service	75	4	21
Public libraries	86	1	13
<b>Private Sector</b>			
Apparel manufacturing	84	3	13
Other manufacturing	88	4	7
Retail	99	0	1
Personal service	95	2	3
Tourism	94	2	4

#### 4. Gender Predominance

Gender predominance is measured by the proportion of jobs which are female dominated and male dominated in each sector.

Consistent with the Act, female jobs are defined as those which have 60 percent female incumbents; male jobs are those which have 70 percent male incumbents. The percentage of female and male jobs may not add to 100 percent because some job classes may be gender neutral (neither female nor male dominated).

The data in Table 7 show that there is a large proportion of female-dominated jobs, particularly in the public sector: childcare (93 percent female jobs), libraries (87 percent), health care (80 percent), and community and social services (77 percent). These same four sectors have proportionately few male jobs with which to attempt to compare to female jobs, particularly in small libraries and small childcare centres.

Table 7

**PROPORTION OF FEMALE AND MALE JOBS  
BY SIZE OF ORGANIZATIONS IN EACH SECTOR**

	<u>Fewer</u>		<u>10 to</u>		<u>50 to</u>		<u>100 to</u>		<u>500 or</u>		<b>Total</b>	
	<u>than 10</u>	<u>49</u>	<u>49</u>	<u>M</u>	<u>99</u>	<u>M</u>	<u>499</u>	<u>M</u>	<u>more</u>	<u>F</u>	<u>M</u>	
	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>
<b>Public Sector</b>												
Childcare	95	4	92	7	82	15	84	15	100	0	93	6
Health care	80	17	87	10	87	12	79	18	68	28	80	18
Community/social	80	17	76	18	78	16	76	18	82	0	77	17
Public libraries	92	7	87	12	87	12	77	20	-	-	87	12
<b>Private Sector</b>												
Apparel mfg.	55	40	58	37	56	37	47	43	68	21	55	39
Other mfg.	50	45	46	47	42	48	41	51	44	45	44	48
Retail	70	25	60	34	56	34	48	46	48	43	60	33
Personal service	62	34	54	36	45	44	45	38	54	34	54	37
Tourism	50	38	51	36	46	41	45	43	40	56	49	39

In the apparel manufacturing retail, personal services, manufacturing and tourism sectors, where private firms predominate, there are much greater proportions of male dominated jobs throughout the different firm size groupings.

##### 5. Wage Gap:

Traditionally the wage gap has been calculated based on the average earnings of individual men and women who work full-time. However, this measurement is inconsistent with how pay equity is being addressed under the Pay Equity Act, 1987,

because the Act focuses on the under valuation of job classes which are predominantly female.

A method which measures the wage gap within organizations was developed for this survey. Obviously, this method can only be an approximation. An exact measure of the wage gap between female and male job classes within an organization cannot be obtained without evaluating job classes and comparing the salaries for female and male job classes of equal or comparable value -- in other words -- doing what is prescribed in the Act.

To measure the wage gap within organizations, one needs, for each female and male job class, information about salary and about the approximate value of each job class. On the questionnaire, organizations were asked to provide information on the maximum salary for each job class. Since the actual value of job classes could not be obtained, job classes were placed within levels. Job classes within each level are presumed to be closer in value than job classes in different levels. Job classes within each level are presumed to be closer in value than job classes in different levels.

Eleven levels were used; the definitions are found in Appendix F2: Study Questionnaire. The levels are:

- o managerial
- o supervisory

- o experienced professional
- o entry-level professional
- o semi-professional and technical
- o skilled white collar
- o skilled blue collar
- o semi-skilled white collar
- o semi-skilled blue collar
- o entry level white collar
- o entry level blue collar

By comparing the salaries of female job classes with male jobs classes within each level, it is possible to determine a wage gap which approximates the true wage gap.

The wage gap is calculated as follows:

$$\text{Wage gap} = \frac{\text{Male average maximum salary} - \text{Female average maximum salary}}{\text{Male average maximum salary}}$$

The number which results is a percentage. The closer the percentage is to 0, the more equal women's salaries are to men's salaries. The higher the number, the more male job classes are paid over female job classes. A negative number indicates that female job classes are paid more than male job classes.

This new method is imperfect in two ways. First, all the jobs in a particular level will not be of equal or comparable value. However, while all semi-professional jobs, for example, are not of equal value, they are likely to be more similar in value than if they were compared to

entry-level jobs. Second, this measure will miss some inequities where jobs that are in different levels are really of equal or comparable value. For example, a professional job may be of equal value to a supervisory job.

However, this method does provide a better measure of the wage gap since it approximates pay inequities based on job classes and not on individuals. The way the traditional wage gap has been measured -- based on the average earnings of individual men and women -- has not considered the value of the jobs each perform. Table 8 shows the wage gap for each sector (across all levels).

Table 8  
WAGE GAP FOR EACH SECTOR

**Public Sector**

Childcare	-63%
Health care	-13%
Community/Social	3%
Public libraries	31%

**Private Sector**

Apparel mfg.	31%
Other mfg.	17%
Retail	-8%
Personal service	24%
Tourism	22%

(Note: A negative number refers to instances where female wages are higher than male wages).

Because all the female and male job classes found in the sector are combined together, the data in Table 8 are not as useful as the data in Tables 9, 10 and 11 since there is no approximation of value of job classes.

It is not surprising that female job classes are found to pay more than male job classes in childcare. The only male job in childcare centres is likely to be a janitor. The female jobs would include the professional staff and the director of the centre.

Female job classes, overall, are found to pay more in health care organizations. Again, this is not surprising because of the large number of female professionals found in hospitals and other health care organizations. For example, in a home for the aged, it is likely that the only two male jobs will be the director and the janitor. While, hospitals are likely to have more male administrative job classes and more male custodial and maintenance job classes, but they are predominantly staffed with female professional job classes such as nurses, occupational therapists, physical therapists, and human resource professionals.

In summary, one can conclude from Table 8 that organizations that have a high concentration of females may not show a wage gap because of the lack of overall male jobs. One

exception is public libraries which are both female dominated and have a gender wage gap of 31 percent.

Tables 9, 10, and 11 provide information on the wage gap for the various levels.

Table 9

**WAGE GAP FOR MANAGERIAL, SUPERVISORY, PROFESSIONAL AND SEMI-PROFESSIONAL HIERARCHIES**

	<u>Managerial</u>	<u>Supervisory</u>	<u>Professional</u>	<u>Semi-professional</u>	
				(a) Experienced	(b) Entry
<b>Public Sector</b>					
Childcare	23	-5	17	-10*	9
Health care	16	2	-82	0	10
Community/Social	24	10	17	-3	2
Public libraries	23	16	-13	29*	23
<b>Private Sector</b>					
Apparel mfg.	34	21	32	20	23
Other mfg.	30	15	25	18	5
Retail	45	38	36	17	40
Personal service	-30	38	29	18	20
Tourism	33	7	39	22	26

(Note: \* refers to those instances where fewer than 5 male jobs exist.)

Table 10

## WAGE GAP FOR WHITE COLLAR HIERARCHIES

	<u>Skilled</u>	<u>Semi-skilled</u>	<u>Entry level</u>
<b>Public Sector</b>			
Childcare	22*	-9	9*
Health care	22	-3	11
Community/Social	4	4	13
Public libraries	-2	-8	10*
<b>Private Sector</b>			
Apparel mfg.	40	16	11*
Other mfg.	20	10	0
Retail	16	13	-25
Personal service	19	-18	-36
Tourism	11	-13	-6

(Note: \* refers to those instances where fewer than 5 male jobs exist.)

Table 11

## WAGE GAP FOR BLUE COLLAR HIERARCHIES

	<u>Skilled</u>	<u>Semi-skilled</u>	<u>Entry level</u>
<b>Public Sector</b>			
Childcare	-36	21	-5
Health care	25	11	9
Community/Social	7	11	-5
Public libraries	42	29	44
<b>Private Sector</b>			
Apparel mfg.	27	11	10
Other mfg.	34	18	15
Retail	27	18	24
Personal service	13	14	19
Tourism	26	19	3

(Note: A negative number refers to instances where female wages are higher than male wages.)

The wage gap data in Tables 9, 10 and 11 show, for each sector, those levels where female job classes are paid more or less than male job classes.

For example, while Table 8 indicated that female job classes, overall, were paid more than male job classes in the childcare sector, Tables 9-11 show that this is only true within some levels. Male job classes are paid more in the managerial, experienced professional, semi-professional, skilled white collar, and semi-skilled blue collar levels.

Similarly, in the retail sector, Table 8 indicates that female job classes, overall, are more highly paid than male job classes. However, Tables 9-11 reveal that it is only in entry-level white collar job classes where the wage gap actually favours female job classes; in all other levels male job classes are paid 13 to 45 percent more than female job classes.

One way to derive the overall picture of these three tables is to examine the number of wage gaps which favour female or male job classes. In the public sector there are 44 wage gaps (4 sectors X 11 levels). Thirty-one of these (70 percent) indicate that male job classes are paid more than female job classes and 16 are over 15 percent.

Of the 12 (27 percent) wage gaps which favour female job classes, only two are over 15 percent. The wage gaps which favour female job classes are found in the professional, white-collar semi-skilled and entry-level blue collar levels. One potential wage gap favours neither men nor women.

Looking at the private sector, there are 55 wage gaps given in Table 9-11. Forty-eight (87 percent) favour male job classes. The vast majority of these, 37, indicate at least a 15 percent wage differential.

Only six (11 percent) of the wage gaps favour female job classes; one shows no difference. Of these which favour female job classes, three are at least 15 percent. The wage gaps which favour female job classes tend to be found within the white-collar semi-skilled and entry-level levels.

The following conclusions can be drawn from these tables:

- o In all sectors there is some wage-based gender discrimination between job classes of potentially equal or comparable value;
- o There appears to be wider wage discrepancies in the private sector.

2.4.3 **SUMMARY**

1. The average response rate was 65 percent for the public sector and 53 percent for the private sector indicating that the data for both groups can be relied upon.
2. There is sufficient data to confirm that all four subsectors of the public sector and two in the private sector -- apparel manufacturing and retail -- are in fact female predominant overall. Of the remaining private subsectors -- other manufacturing, personal service and tourism -- only certain industries are predominantly female.
3. The majority of private sector organizations covered by the Act, have between 10 and 99 employees. Their compliance timelines are significantly later than either the public sector or those private organizations with over 100 employees.
4. All sectors, with the exception of health care, have low levels of unionization. The private sector seem to be less unionized than the public sectors.
5. The private sector has a very clear advantage over the public sector in terms of proportion of male jobs that

exist in establishments. This advantage should facilitate the finding of comparators in the private sector under the current Act.

6. When considering "wage gap" data, all subsectors appear to have some gender wage-based discrimination for some job levels. The private sector appears to have greater wage gaps which favour male job classes in all levels except white-collar semi-skilled and entry-level.
7. Combining the information on gender predominance and wage gap, it appears that the problems faced in the public and private sector differ. In the public sector, while there are wage gaps which favour male job classes, there are very few potential male comparator job classes. In the private sector, there are more male comparator job classes and more wage gaps of at least 15 percent.

In summary, the quantitative findings provide new information on potentially predominantly female sectors of the economy. First, they allow an identification of exactly which sectors are predominantly female. Second, they provide data on relevant issues to pay equity -- occupational segregation and the gender wage gap.

## 2.5 Criteria for Assessing Options

To evaluate the possible options for redress for women working in predominantly female sectors of the economy, a set of criteria against which options can be measured is required. These criteria will provide a framework for discussing pros and cons, determining interrelationships that exist between options and other policies, outlining technical issues that may be involved, and indicating where further study may be required.

Well-thought-out criteria are essential in order to ensure that all crucial aspects of this issue are considered. The options outlined in the following section are not based on the experiences of other jurisdictions. Selecting the appropriate ones is not a matter of assessing their effectiveness vis-a-vis the experience of others.

In the case of achieving pay equity in predominantly female sectors of the economy, the issue is one of designing new policy instruments without the help of history of application -- or even discussion -- in other jurisdictions. What this means is that the criteria assume greater importance because it is on these "first principles" that we must rely.

The Pay Equity Office's proposed criteria are summarized below. Specifically, they are the degree to which each option:

1. Achieves redress for the target sectors. The obvious goal of any potential solution or option is to provide a method for women working in predominantly female establishments of predominantly female sectors of the economy to achieve pay equity. Any approach must include the means of determining the degree to which low pay can be attributed to gender discrimination and not to other factors, as well as a method for determining the amount of correction needed. In other words, a solution should address the problem at hand by helping to find either male comparators or an equivalent in these predominantly female establishments or sectors.
  
2. Minimizes incompatibility with existing pay equity initiatives. Redress for women in predominantly female sectors must not be achieved at the expense of those pay equity initiatives currently underway. Should the Act be amended, regulations added, or a new process complementary to the existing procedures be built in to specifically address the absence of male comparators in these predominantly female establishments or sectors, the implementation process should continue, as before, to function smoothly for those now covered by the legislation.

3. Is straightforward, but still flexible, keeping administrative costs minimal. The more uncomplicated and flexible the solution, the more appealing it will be for the stakeholders involved. Solutions that can be easily understood will reduce resistance to implementation and are less likely to result in time and energy-consuming disputes. Simple and flexible policy requires fewer administrative costs. There should also be fewer bureaucratic structures involved in administration, monitoring or enforcement. Simplicity and flexibility may mean, for example, taking advantage of existing structures and processes where possible, clearly outlining sensible procedures that require little technical expertise and avoiding contentious procedures.

The costs involved in implementing pay equity should preferably be ones of making the adjustments, rather than ones of administration. Ideally, monies should go into necessary wage adjustments and not into costly and complex administrative processes.

4. Accurately assesses and minimizes possible adverse economic impacts. The Government should carefully consider the viability of Ontario's economy and its

competitive position in international markets in assessing possible options.

Whether or not there is a need to address pay inequities in predominantly female sectors is no longer in question. Costs will be involved in redressing inequities that exist. The central concern is one of redress.

5. Is sensitive to the needs of stakeholders and will be seen as a legitimate solution to their problems. Absolute acceptance of any government initiative is rarely possible. The only useful solution, however, will be one that is acceptable to employees or their representatives in terms of addressing the problem and acceptable to employers in terms of their ability to implement it. It is important to be sensitive to the needs and interests of the stakeholders recognizing, of course, that policy development is often a difficult balancing act.

Together, these criteria serve as the cornerstones on which a policy for women in the predominantly female sectors of the economy will stand.

### 3.0 Possible Options

The research conducted identified a multiplicity of potential options or approaches for consideration. Some of these were viewed as less appropriate because they were either difficult to apply or did not address the issue of gender discrimination in compensation in predominantly female establishments. Other options deal indirectly with pay equity but are broader in scope than pay equity itself. These possibilities are considered in "Other Initiatives" in the Recommendations section of this report.

Five options which are seen to have direct application are discussed here. These are:

1. the reduction of percentage thresholds;
2. comparators anywhere in the organization;
3. proportional value comparisons;
4. proxy comparisons; and
5. average adjustments.

The first four options deal with additional means of identifying appropriate male comparator job classes for female job classes. The final option deals with a means of determining a pay equity adjustment without using comparators. These options were selected as those which

could potentially meet the majority of the criteria outlined in the previous chapter.

### 3.1 The Reduction of Percentage Thresholds

The Pay Equity Act, 1987 allows comparisons between female and male job classes. Female job classes are those in which 60 percent or more of the incumbents are female while male job classes have 70 percent or more male incumbents. However, the historical incumbency of men and women in the job class and the gender stereotype of the job class in society, are also examined and can affect the determination of female and male job classes. One reason for the 10 percent differential in the percentage threshold for a female and a male job class is that men participate in greater proportion in the Ontario labour force.

Researchers and those involved in consultations have indicated that in some sectors, notably in the health sector, it will be difficult to find comparable male job classes if the 70 percent threshold remains. Finding comparable male job classes was also a problem in the implementation of pay equity in hospitals in Manitoba. However, in that case, the potential problem was offset by the fact that the 23 hospitals and the unions voluntarily agreed to be grouped together as a unit.

Reducing the percentage threshold from 70 percent to 60 percent for a male job class (or perhaps even lower for both male and female job classes) would potentially help find more comparators -- but only in workplaces that have some male job classes. It would not assist all-female workplaces or sectors. This approach would not jeopardize the existing implementation process unduly if it were applied to predominantly female sectors only. While it does result in an inconsistency in the definition of male job class, this inconsistency is logical when viewed from the perspective of predominantly female sectors. By definition, predominantly female sectors are comprised mostly of predominantly female establishments which have few male job classes. Therefore, a more liberal definition of a male job class may be appropriate.

This option is neither costly nor complex. Largely due to its limited applicability and perhaps its simplicity, reducing thresholds would have little negative economic impact. The Pay Equity Office also believes this approach alone would unlikely be acceptable to all stakeholders, especially women's groups and unions who want a more comprehensive approach taken to the problem. Thus, it is perhaps best seen as an additional or supplementary option rather than a solution in itself.

3.2 Comparators Anywhere Within the Organization

The Act recognizes that a single organization operating across the province may have regional rates of pay for job classes. Such a practice is not gender-based wage discrimination if both female and male job classes are paid differently because of geographic region. However, the Act currently allows organizations to be divided into establishments based on geographic divisions. This may prevent some female job classes from finding a male comparator within the same organization by virtue of being in different geographic divisions or regions (e.g. a head office versus a retail outlet).

It is possible to enable more female job classes to identify male comparators within the same organization and continue to allow salaries to reflect geographic differentials. This would require two changes to the Act. First, after exhausting the current sequence of steps to identify a male comparator, equal or comparable valued male job classes could be identified anywhere in the organization. Secondly, a lower-valued, higher-paid male job class could also be identified anywhere in the organization. In both cases, identification of comparisons would only be within Ontario. The second amendment to the Act would be to add to Section 8(1) "corporate geographic salary differentials" as an

additional permissible difference. An employer would simply have to show that it maintains geographic salary differentials among its different locations in a consistent and gender neutral manner. This would allow an organization to pay a female job class in a lower wage region a lower job class rate than its male comparator job class. Alternatively, it would allow the firm to pay a female job class in a higher wage region more than its male comparator job class. In both cases, the job class rate for female job class would be in line with the salaries paid to other job classes in the same geographic area.

This option could be useful where a retail chain, for example, has its headquarters in one geographic area, its warehouse in another, and its retail outlets in others. The female job classes in the retail outlet could find comparators at the head office or the warehouse, while regional differentials are maintained.

The current Act now allows for these arrangements to be negotiated. Any revisions would make this obligatory for those establishments which would be covered by the amendments to the Act.

This solution is more likely to be useful for achieving pay equity in predominantly female workplaces which are large

and perhaps generally in the private sector. Organizations defined as public sector under the Act, such as those involving childcare, health care, and community and social services do not usually operate in different geographic areas of the province. This is also true of personal service organizations in the private sector. However, some private organizations (e.g. nursing homes) in these sectors may cross geographic divisions. Also some organizations within retail, apparel and other manufacturing, and tourism (e.g., hotels and restaurants) are likely to operate across geographic divisions as defined in the Act.

If written as the next step in a sequential search for a comparator, this option is not inconsistent with the pay equity process which is currently underway. This option may require the evaluation of some male comparators which currently do not have to be evaluated if they are not to be used as comparators. This may be somewhat disruptive for employers/unions who are well on their way towards compliance and thought the search was over. With the above exception, there are few additional administrative costs. The only additional complexity would be the calculation of the geographic wage difference. But, if bona fide, this data presumably exists within the organization or can be simply calculated.

The economic impact is probably limited for any particular organization as there will likely be some additional comparisons which can be made. However, it is unrealistic to assume that for every female job class which does not have a comparator, there is one in another geographic region of the same company. Further, some organizations which operate in different geographic divisions pay the same salaries throughout the province.

This option is likely to be perceived as favorable by employers and employees in any affected female classes. Employers would prefer to make comparisons within their own organizations rather than looking for a comparator outside their organization. Further, they will be able to continue to make decisions as to whether to pay regional or provincial rates of pay. Those in the affected female job classes will see it as fair that comparisons are made to male job classes within the same organization and that geographic regions are not used to prevent the achievement of pay equity.

### 3.3 Proportional Value Comparisons (Wage Line)

Ontario's Pay Equity Act, 1987 depends on a process of comparing job class rates between a female and a male job class. This concept is expanded to allow for a female job class to be compared to higher paid but lower valued male job classes. However, neither of these approaches recognize

that it is possible to determine a proportional relationship between a female job class and male job classes. Where there is no male job class of equal or comparable value, it is possible to determine that the female job class is, for example, 50 percent of the value of the male job class and therefore should be paid 50 percent as much.

It is important to note that this cannot be assumed based on the points assigned to job classes under a point factor job evaluation system. For example, it cannot be said that a job class of 200 points should be paid half as much as a job class of 400 points. But a wage line can be drawn which would enable female job classes to be paid fairly in proportion to male job classes. (A discussion of how to develop a wage line is provided in Appendix G: Development of Wage Lines). Wage lines have been used to achieve pay equity for the Manitoba civil service, in some cases under the federal jurisdiction, and extensively in the United States.

The proportional value approach involves options which would extend the use of wage lines and allow what is sometimes referred to as hypothetical comparisons for female job classes in predominantly female sectors.

A wage line could be drawn for male job classes, and female job class rates could be increased to this wage line. This is consistent with paying female job classes the same as what a male job class of equal value is paid -- but there does not have to actually be a male job class of this value employed within the organization. In this sense, a hypothetical male comparator is created. This process does require a few male job classes within the establishment. Regardless of how many male job classes there are beyond those needed to draw the line, all female job classes in the establishment can be brought up to it.

This approach could be applicable only to those establishments in target sectors which have at least three male job classes. While a line can be drawn based on two male job classes, using three job classes provides better assurance that the line accurately reflects the relationship between value of the job classes (in terms of skill, effort, responsibility and working conditions) and their current salaries.

This option is likely to provide pay equity for female job classes in health care, some community and social service agencies, apparel manufacturing, other manufacturing, some retail, and some tourism. Sectors unlikely to be covered are childcare, libraries and personal services. It is

possible to use this approach in combination with the proxy approach discussed below. This combination would allow all female job classes in all target sectors to be covered.

Existing pay equity initiatives need not be jeopardized if the approach were limited to circumstances where there are few or no comparators, i.e., in the target sectors identified. Wage lines were advocated by some groups when the current legislation was being debated as an alternative approach to pay equity. If made obligatory, there may arise a perception that predominantly female sectors have access to an approach that others would also prefer. The implication of extending this option to everyone is that the existing process, based on comparators and not on wage lines, would be undermined. (However, it should also be noted that some employers may already be using wage lines as an adjunct to the pay equity process, where fuller "internal equity" is being addressed.)

Administrative costs could depend on how this approach is defined and whether or not it is combined with the proxy approach. In either case, gender neutral job comparison systems are required just as in the current set of procedures.

The economic impact would depend on the whether or not the approach was used on an inter- or intra-establishment basis. The latter is more limited, less costly, and consistent with the premises of the Act. It would, therefore, have less of an impact, i.e., it would have no impact in childcare, libraries and probably social service. However, as in all cases, greater impact also means greater results for the women affected. Costs could be phased in the same way as the current process (one percent of payroll per year).

This approach may be more acceptable to stakeholders who understand the wage line/proportional value approach and who have technical expertise. However, while wage lines are commonly used in large organizations, the organizations in the target sectors tend to be small and have unsophisticated compensation systems. The only exception is hospitals. Approaches based on complex procedures and formal evaluation schemes have been consistently criticized as well, for the same reasons of administrative costs and complexity outlined above. However, as one of the few options available to address this situation, it may be greeted with hesitant approval.

3.4 Proxy Comparisons

Proxy comparisons are comparisons that are made between female job classes and proxy male job classes found outside a predominantly female workplace. The proxy could be used to provide the female job class in the predominantly female sector with either, (a) the same pay equity adjustment or, (b) the same job class rate.

- a) Equalizing pay equity adjustments. A female job class would identify a similar or related female job class in another organization which has a male comparator job. The same pay equity adjustment would be provided to both.

For example, the job class of childcare worker in a non-municipal childcare centre would be compared with a childcare worker job class in a municipality for which there was a comparator. This assumes the jobs are of equal value based on skill, effort, responsibility, and working conditions and not just in title. Whatever pay equity adjustment is required for the municipal childcare worker job class would be applied to the childcare worker job class in the non-municipal childcare centre.

b) Equalizing job class rates. A female job class would be assigned an appropriate male comparator in another organization. The job class rate for the female job class would be equalized with the job class rate of the male comparator job class.

For example, the job class of librarian where the library board is deemed to be the employer, could seek and find a male comparator of equal or comparable value within the related municipality, where the municipality is the employer. Pay equity is achieved when the job class rate for the female job class is at least equal to the job class rate of a comparator male job class in the other organization.

The idea behind proxy comparisons is to solve the problem of finding comparators within an organization by substituting comparators from another organization. Logically, these comparisons would have to come from another workplace. The proxy option is an extension of the sequence -- already found in the Act -- of first looking for a comparator "closest" to the female job class (within the same pay equity plan) but, if there is no comparator, then seeking one which is "farther away" (part of another pay equity plan).

Many aspects of this process would have to be determined. The exact role and nature of negotiations, the source of any additional monies that may be required, and the determination of whether adjustments would be done on a percentage or dollar basis, are only some of the details requiring further attention if this option is to be pursued.

Comparisons across employers, or proxy comparisons, have not been considered in the past as a viable option in the implementation of pay equity legislation. The intent of legislation has been to redress inequities between female and male job class within an organization, and never between organizations. This was done by establishing how that organization valued male work, then measuring female work by the same standard, and adjusting compensation accordingly. The proxy concept, in effect, expands on the definition of employer in order to solve the predominantly female sector problem as defined in Section 33(2)(e) of the Act. Initially, the idea raises the spectre of universal wage setting or job class evaluation but it is far from this. Neither are required. Only the two jobs being compared require similar treatment. Given that the principle of pay equity already allows comparisons across very different occupations, the seeking of comparisons where necessary outside a given organization may not be that unreasonable. Philosophically, proxy comparisons could be seen as an

extension to provide redress for those unable to benefit from the existing processes of the legislation. It was for the reason of lack of coverage of the principle of equal pay for equal work, after all, that legislators moved in the direction of pay equity.

Although proxy comparisons have not been used in the implementation of pay equity in Ontario, employers and unions have shared both job class descriptions and benchmark evaluation scores in streamlining the pay equity process. Proxy comparisons, in effect, take this process one step further. In other jurisdictions, there is some precedent for going outside the establishment for the purposes of compliance of equal pay for equal work legislation.

The effectiveness of proxy comparisons in providing redress for predominantly female sectors would depend on how far it is extended. Potentially, this approach could be used for all target sectors. However, an effective argument for allowing proxy comparisons can be made more easily for broader public sector organizations than for private sector organizations. Even though there are some for-profit establishments which do the same work as that done by public sector organization, (e.g. in childcare, health care, and community and social services), all organizations in these sectors are closely connected to the provincial government

via funding, regulation and legislation. In the private sector, there is greater heterogeneity of organizations and more diversity in the pressures and forces on wages. The target sectors, such as apparel manufacturing and the retail sector, that contain the most women with fewest comparators are in environments particularly sensitive to both international and domestic competition.

Proxy comparisons would have to be implemented in such a way that existing processes of the Act are not undermined. This could be done if proxy comparisons were allowed only for those sectors or subsectors where there are no comparison groups and the existing implementation process is not at play. Proxies would thus be used only for organizations where no pay equity adjustments are otherwise possible.

Alternatively, female job classes in predominantly female sectors which would not otherwise find a comparator, after exhausting the existing processes in the Act in a search for comparators, could use the proxy approach. For example, this would allow librarians working in a large library, where the only potential male job class is not comparable, to search for a proxy comparator.

Substantially greater administrative costs and bureaucratic intervention need not be involved if regulations were

written for when and where such comparisons should occur. The exception would be, of course, if a universal or standard evaluation system were imposed to allow such comparisons, but this is unnecessary. A premium should continue to be placed on self-management and flexibility as with the current Act.

Assessing economic impact is difficult until the type of proxy model, if this option is chosen, is sufficiently tested or fleshed out. If a proxy approach is selected, costs to users could be significantly affected. They will vary, for instance, on the formula adopted for achieving pay equity, be it percentage increases, flat dollar increases or absolute job rate increases.

With respect to the acceptability of stakeholders, it is likely that those groups advocating the interests of women in these sectors would be pleased with the approach taken. Some employers would oppose the extension of the scope of comparisons, partially because the coverage of the Act, originally subject of considerable opposition, now excludes them, and partially because it would take away some autonomy in setting wages. Other employers, especially those in the public sector who see the need for increased pay in order to attract and retain workers, may support the extension of comparisons. This approach could also be seen as

facilitating a level playing field, thereby reducing the likelihood that some employers compete economically by paying undervalued wages to women.

### 3.5 Average Adjustments

Rather than go through a process of finding comparators, another approach would be to simply award average pay equity adjustments to women working in target sectors. This could be done on the basis of typical or average adjustments that occur in establishments where there are male comparators; on the basis of average adjustments across Ontario (once these are determined); or simply on the basis of one percent of payroll for a given period of years after an assessment of the pay equity portion of the wage gap has been undertaken.

It should be recognized that this approach, however, may go beyond the assumptions of the Pay Equity Act, 1987 and may be addressing low pay in general, regardless of cause.

Whatever approach is chosen, average adjustments could be used in all target sectors. It would not endanger the existing legislation because it essentially involves a separate process. Its greatest strength would be its administrative simplicity. However, there is a risk in not using comparators. By addressing inequities with a broad-

brush approach, one could be fixing inequalities that don't need to be fixed, or not adequately fixing inequities that are larger than the average adjustment awarded. As noted in the findings of the quantitative study, the wage gap differs in different target sectors.

The complexity of this approach would be in designing how to collect information on the average pay equity adjustments throughout the province and determining exactly how the average award would be calculated. Timing would also be an issue, since some employers will not know until 1993 what their pay inequities are. The administration, however, would be relatively easy.

Two possible ways to determine the adjustment are:

1. Provide an equal dollar amount or equal percentage amount to all women's job classes in predominantly female sectors.
  
2. Relate the adjustments to be provided to the proportion of females in an organization. Required that organizations provide those in the female job classes with "X" dollars for every percentage increase in women. One U.S. study found that for every additional percentage of women in an occupation, there was about

\$42 less income per year. Assuming that the higher the proportion of women in a job class the greater the undervaluing of their work, it could be required.

The economic impact would depend on the type of average adjustment applied and whether different averages are calculated for different regions or sectors, that is, whether any measures are undertaken to ensure that the average is close to what a particular organization or sector would have experienced if they had been able to do pay equity like all other organizations. Obviously, the larger the average amount, the greater the economic impact, both for the women affected and the organizations involved.

The acceptability of this approach to stakeholders would depend on the average calculated and its perceived appropriateness to the problem at hand. At times, advocates of pay equity have argued for simple, non-evaluation based solutions to inequities. On the other hand, comparators do provide an understandable measure of what needs to be adjusted and by how much, whereas a formula or average can be seen as both bewildering and difficult to justify, particularly since it is certain to be too low in some situations and too high in others.

## 4.0 Recommendations

### 4.1 Introduction

The recommendations described in this section are based on the nature of the findings as per the Research and Findings Section, the outcomes of the Possible Options section, and the application of the above against the identified criteria.

The qualitative and quantitative research highlighted several differences between the public sector and the private sector in terms of issues relevant to pay equity, e.g., gender predominance and wage gap. Another difference is the perception that more can be expected from the public sector since it must be seen to lead in these issues. Finally, most of the public sector is involved in some funding arrangements, with the province, whereas most of the private sector is not. Given the emergence of such patterns, separate recommendations were developed for the private and public sectors. This separation also allows the continuation of different time frames for public and private sector organizations which were established in the Pay Equity Act, 1987, as well as acknowledging that the two sectors may require different strategies.

During the past year, the Pay Equity Office has established an Advisory Committee consisting of employer, union, and Equal Pay Coalition representatives from both the public and private

sectors. It is the Pay Equity Office 's intention to fully utilize this Advisory Committee with respect to further consultation in the area of predominantly female sectors.

In keeping with the above, the following recommendations are being made in relation to redressing systemic discrimination in compensation for work performed in sectors of the economy where employment has traditionally been predominantly female.

#### 4.2 For the Broader Public Sector

A process for identifying the most appropriate option(s) is being proposed. The first three recommendations are sequential in nature and represent a related set of actions. The success and results of one will greatly facilitate the next. As a package they may be described as defining the parameters for each option, testing them, and then making recommendations for implementation.

##### Recommendation 1

It is recommended that the Pay Equity Office, in consultation with its Advisory Committee define all parameters for implementation of the following five options:

- o The reduction of percentage thresholds;
- o Comparators anywhere in the organization;

- o Proportional value comparisons;
- o Proxy comparisons; and
- o Average adjustments.

**Rationale:**

For each option, there are a number of characteristics, elements and factors which must be defined in order to assess how these would be implemented. Such issues as timing, sequence of application, aspects of negotiations, retroactivity, selection of appropriate comparators or target job rates depending on the option, integration with existing pay equity initiatives, etc., will be addressed. For some of the issues, the solution is fairly clear; for others there are specific alternatives from which to choose. The Pay Equity Office will begin work on the definition of these parameters immediately.

**Recommendation 2**

It is recommended that the Pay Equity Office, in consultation with its Advisory Committee conduct pilot tests of the options in various sectors taking into account size, location, and other relevant variables in order to determine their implementability.

**Rationale:**

It is important to determine whether or not the options are actually capable of being used - will they work in practice? Once all the parameters have been defined for each option, it

will be possible to test the impact of each on a sample group of the organizations which will actually be affected by them. By combining information obtained from sample organizations which responded to the quantitative survey (the maximum salary and number of incumbents of each gender for each job title) with job information on such positions as childcare worker, librarian, nurse, secretary, etc., it would be possible to simulate the outcomes of each of the options. Such a simulation would provide a clear indication of the impact and cost of the various options.

#### Recommendation 3

It is recommended that with respect to undertaking recommendations 1 and 2 above, the Pay Equity Office provide the Minister with quarterly reports, and its final recommendations no later than year-end 1989.

#### Rationale:

The complexity of the issues and the absence of an obvious or easy solution have become increasingly apparent during the course of the work completed on the study to date. The Pay Equity Office therefore will undertake work to define and study each option outlined above, and to report our progress and findings to the Minister on a quarterly basis with final recommendations by year end 1989 for the public sector.

Final recommendations would also refer to the need for support materials and other implementation assistance in order that employers and bargaining agents in predominantly female sectors can implement any requirements effectively.

The Pay Equity Office has taken a pro-active approach in providing support and educational material to assist implementors in gaining an understanding of the Pay Equity Act, 1987. Consultation with various stakeholders has been an important component of our approach in order to ensure that the material we provide is workable and achieves pay equity objectives. It is our intention to apply a similar approach in developing awareness among stakeholders of any new requirements arising from this study. It is also possible that a more comprehensive "user's manual" would be appropriate, depending on the option to be implemented.

Recognizing that it is the employer's responsibility to fund pay equity, there may be circumstances in the public sector where this is impossible, and the final recommendations will also seek consideration for means of funding pay equity for these situations.

#### 4.3 For the Private Sector:

The private sector represents a more difficult challenge. There are about 265,000 private sector firms in Ontario. About 1,300 have over 500 employees and about 4,200 have between 100 - 499 employees. The balance, or 98%, have fewer than 100 employees.

Further study is required to define predominantly female sub-sectors or industries in the private sector. For example, only specific industries in manufacturing, personal service and tourism are female dominated. An understanding of how pay equity can be achieved in these industries, rather than in the sector as a whole needs to be developed.

The private sector would benefit greatly from the results of the work in the public sector. Since the great majority of the private sector organizations addressed by Section 33 (2)(e) have fewer than 100 employees and posting of pay equity plans will not be required for these organizations at least until January 1992, it is proposed that a similar approach to that recommended for the public sector be phased in for the private sector.

#### Recommendation 4

It is recommended that upon the completion of the public sector phase, the Pay Equity Office, in consultation with its Advisory Committee, commence to define all parameters for implementation of

the same five options, conduct the necessary pilot tests, provide the Minister with quarterly reports, and make its final recommendation no later than year-end 1990.

**Rationale:**

Based on differences noted in the quantitative research it is expected that some of the parameter definitions in the private sector will need to differ from those in the public sector. If initiatives for addressing pay equity in predominantly female sectors of the economy are to be acceptable and meaningful in the private sector, a great deal of consideration must be given to the differences within the sector, to its heterogeneity and to its instability.

The current Pay Equity Act, 1987 would have benefited greatly from pilot tests in the private sector. It is important that any further initiatives, especially for this group of employers be fully piloted in order to carry out necessary 'debugging' and to increase the level of both comfortability and acceptability of the final recommendations that may follow. Data obtained from the quantitative study can also be used to simulate the effect of each option for the private sector.

Because the current Act doesn't require the same timelines for the private sector, this additional time should be utilized to properly test and assess all impacts and implementation processes

before providing final recommendations. The proposed timing for this phase would not jeopardize the current statutory mandatory adjustment dates for the great majority of these private sector organizations.

#### 4.4 OTHER INITIATIVES

##### Recommendation 5

The Government consider other initiatives which, although not in the context of the Pay Equity Act, 1987, will help address the wage levels of predominantly female sectors of the economy.

##### Rationale:

A number of factors besides the pay equity initiative affect wage levels in Ontario's economy.

The options recommended to this point are either built on or extend the existing processes of the Pay Equity Act, 1987. Nevertheless, the research undertaken by the Commission, seems to indicate, first, that because of heterogeneous situations in various subsectors (e.g. lack of male comparators) it may be difficult to design pay equity measures to fully address every sector, and second, that there are other factors which have an effect on the low average earnings of women in these sectors other than gender-based discrimination based on equal pay for work of equal value. Other initiatives, beyond pay equity, that

warrant serious consideration if the low wages of women working in these sectors is to be effectively addressed, are identified below. Such initiatives or alternative vehicles may also be considered complementary measures to achieve pay equity, regardless of whether there are male comparators.

#### 1. Amendments to the Employment Standards Act

Amendments to the Employment Standards Act to increase the minimum wage and to provide greater protection and benefits to part time and casual workers should be considered. Although the minimum wage is not directly linked to wage discrimination, it is true that, for the most part, many women are paid at or just above this level. The fastest growing areas of growth in employment involve jobs with wages close to the minimum wage. Similarly, many of these jobs dominated by women are part-time with few or no benefits. Pay inequities in predominantly female sectors are enhanced by the fact that many jobs are low-paying for both men and women in the sectors, over and above the fact that work may also be undervalued on the basis of gender. Furthermore, the disadvantages multiply for women if they are members of a visible minority and are working on a part-time basis but would prefer full-time employment. Increasing protection through amendments to the Employment

Standards Act would not only provide redress for the problem of low wages generally, it should also be seen as a potential solution for those sectors which do not lend themselves easily to other pay-equity related options. Another area for which further consideration is warranted is that of "contracting out". Currently, it is felt there are very few requirements ensuring that those performing the work contracted out have sufficient access to fair and equitable compensation and other employment practices.

## 2. Enhancing Employment Equity Initiatives

Employment equity is an initiative that can significantly enhance the individual bargaining power of women and that is consistent with improvements in their overall position in the labour market. Employment equity could serve to increase the demand for female labour. This in turn should serve to increase both their wages and their employment opportunities.

For establishments that are predominantly female, this positive effect on wages would have to work indirectly since these establishments would not have to raise female wages to attract more women -- they already have an over-representation of women. There may be an indirect effect on wages in that such increased female job opportunities

elsewhere may reduce the large available pool of females available for work, and this may necessitate increased wages in the predominantly female establishments simply to be able to recruit and retain their workers.

For the female-dominated groups where no appropriate male comparison groups are available, even though other males are employed in the establishment, employment equity could have more beneficial wage effects. The increased demand for females to fill the higher positions in the occupational hierarchy could directly enhance their pay if they were promoted to those jobs, and it could indirectly enhance their pay if it reduced the supply of women otherwise available for those female dominated jobs.

Employment equity is also significant in that it addresses the doubly disadvantaged situation of women belonging to minority groups. It is often the case that both wages and promotional opportunities are depressed due to the fact that not only is work being done by women, it is being done by women in minority groups. Employment equity initiatives are usually broader in scope than gender--the inequities faced by native persons, the disabled and visible minorities also require redress.

Employment equity does not, however, necessarily substitute the need for pay equity in predominantly female workplaces. It can be argued that women should not have to leave female dominated jobs to achieve pay equity. If they prefer to work in certain jobs they should not receive less pay than jobs of equal or comparable value. This is especially the case for older, less mobile, female employees for whom it may be difficult to change positions to enhance their pay. While employment equity may be a viable form of redress for younger women, especially as they enter new jobs, and doubly disadvantaged women, it may do little to help those older women, who do not want to change their jobs. In such circumstances, employment equity should be regarded as a complement to pay equity but not a sufficient substitute.

### 3. Government Funding

A third initiative to address the overall low wage problem, as well as the undervaluation of women's work in the target sectors, is to increase the levels of government funding. Low wages paid in the predominantly female sectors of childcare, social and community services, and the health sector, for example, often reflect the public funds that are available. These funds can, and often do, determine the ability of funded organizations to pay employees adequately, regardless of any additional discrimination in compensation

on the basis of gender. Although inability to pay is generally not considered a legitimate defence in not complying with employment standards, attention should be given to why this problem exists.

For many of the predominantly female establishments, labour costs are the dominant component of the cost of providing the services overall. The concern is that substantially raised labour costs may have to be passed on to the users of such services or may result in curtailing services.

For these reasons, increasing the level of funding to sectors may enable employers to raise wages without having to pass on the cost increases and thereby reducing access. Nevertheless, there are problems with this approach. First, there is no guarantee that the benefits of increasing the financial base to such sectors will automatically trickle down into wage increases. Funding could, however, be tied directly to wages and salaries, as are the current direct operating grants in the funding that is provided by the Ministry of Community and Social Services to childcare centres in Ontario. Second, there is no obvious way of determining the magnitude of funding that would be appropriate. Third, because this approach is only applicable to the funded organizations (largely in the public sector), further inequities in compensation could be

created at the same time they are solved by increasing differences in compensation between the public and private sectors. In order to prevent this, other initiatives--pay equity or otherwise--would have to apply to the private sector.

The initiatives outlined above are by no means an exhaustive list of options that reach beyond pay equity to address the issue of low wages for women in these sectors. What this exercise has done, however, is to illuminate how far reaching the issue really is. It is evident that pay equity is not the sole answer to the problem of wages in predominantly female workplaces. These and perhaps other initiatives should be considered as part of an overall approach to facilitate redress. If pursued, these initiatives will go a long way to redressing the undervaluing of the work performed by the following groups of women workers:

- (a) women earning minimum wage;
- (b) visible minority women concentrated in some of the most undervalued and essential occupations in Ontario; and
- (c) women who work part-time, many of whom have no choice because full-time jobs are not available.

#### 4.5 Summary

The recommendations outlined above can potentially improve the probability of finding male comparators for 214,000 females working in the public sector and 653,000 females working in the private sector, and both with possible implementation schedules which do not go far beyond the current Act's timeline for the public sector, and on schedule for the private sector. In any event, should the processes necessarily go beyond these timelines, a provision for retroactivity would be appropriate.

APPENDICES TO THE REPORT TO THE MINISTER OF LABOUR  
ON  
SECTORS OF THE ECONOMY WHICH ARE PREDOMINANTLY FEMALE

APPENDIX A: LIST OF CONSULTATIONS

**APPENDIX A: LIST OF CONSULTATIONS**

Health Care Consultation - November 14, 1988

Ontario Dietetic Association

Registered Nurses' Association of Ontario

Ontario Physiotherapy Association

Ontario Nurses' Association

Victorian Order of Nurses

Ontario Society of Occupational Therapists

Ministry of Community and Social Services

Ministry of Health

Ontario Women's Directorate

Ministry of Treasury and Economics

Retail, Manufacturing, and Apparel Consultation -  
November 15, 1988

Retail, Wholesale, Department Service Union

Visible Minority Women's Coalition

Ministry of Treasury and Economics

Ontario Women's Directorate

Ministry of Industry, Trade and Technology

Child Care Consultation - November 16, 1988

The Municipality of Metropolitan Toronto

Children's Services Division

Association of Early Child Care Educators of Ontario

Ministry of Community and Social Services

Ministry of Treasury and Economics

Ontario Women's Directorate

Employer Group Consultation - November 21, 1988

Canadian Manufacturers' Association (CMA)

Retail Sales Council

Canadian Federation of Independent Business (CFIB)

Toronto Dress and Sportswear Manufacturers' Guild

Manufacturing/Retail Sector Researcher

Ministry of Treasury and Economics

Ministry of Industry, Trade and Technology

Library Consultation - November 23, 1988

Woodstock Public Library/Women's Issues Guild

Milton Public Library/Women's Issues Guild

Association of Library Boards of Ontario

Pickering Public Library

Ontario Library Association

Confederation of University Staff Associations

Ministry of Culture and Communications

Ontario Women's Directorate

Ministry of Treasury and Economics

Community and Social Services Consultation - November 30, 1988

Ontario Association of Interval and Transition Houses (OAITH)

Ministry of Community and Social Services

Ontario Association of Community Living (OACL)

Ontario Federation of Indian Friendship Centres (OFIFC)

Catholic Children's Aid Society (CCAS)

Children's Aid Society of Metropolitan Toronto (MCAS)

Canadian Red Cross Association

Ontario Women's Directorate

Equal Pay Coalition Consultation - December 14, 1988

The Ontario Federation of Labour

The YWCA of Metropolitan Toronto

The Ontario Public Service Employees Union

The Canadian Union of Public Employees (National Office and Ontario Division and Locals 79 and 1996)

The Confederation of Canadian Unions

The Business and Professional Women's Clubs of Ontario

Ontario Association of Professional Social Workers

Association of Allied Health Professions: Ontario Beaches Women's Group

The Coalition of Visible Minority Women

Chinese Canadian National Council

Confederation of Ontario University Staff Association

Labour Council of Metropolitan Toronto  
Women Working With Immigrant Women  
Immigrant Women's Centre  
Organized Working Women  
The Law Union of Ontario  
The Canadian Textile and Chemical Union  
The Canadian Women's Educational Press  
Ontario Federation of Students  
Ontario Coalition for Better Daycare  
Times Change  
Women's Press  
Elizabeth Fry Society  
York University Staff Association  
Canadian Union of Educational Workers  
Federation of Women Teachers' Association of Ontario  
Ontario Secondary Teachers' Federation  
International Women's Day Committee  
Sudbury Women's Day Committee  
Communication Workers of Canada  
Toronto Area Caucus of Women and the Law  
The Sudbury Women's Action Group  
University of Guelph Staff Association  
The Ontario Council of Federation of University Women  
Social Planning Committee of Metropolitan Toronto  
Service Employees International Union

APPENDIX B: ADVERTISEMENT FOR WRITTEN BRIEFS

THE  
PAY EQUITY  
COMMISSION

**WANTS TO HEAR FROM YOU**

Ontario's new pay equity legislation, proclaimed January 1, 1988, addresses pay discrimination in women's work.

The Act requires that within a workplace, female job classes be compared to male job classes to see whether women's jobs are paid fairly.

In some workplaces, however, where the workforce is predominantly female, there are not enough male employees to allow these comparisons to be made.

Nonetheless, gender-discrimination may affect the pay levels in these workplaces.

The Act requires that The Pay Equity Commission examine this issue and make recommendations about how to achieve pay equity in predominantly female workplaces where discrimination in pay is identified.

The Commission wants to hear from the public on this issue. Individuals and organizations are invited to submit a written brief. Please address the following questions, if possible.

- What sectors of the Ontario economy typically have predominantly female workplaces? What are the main characteristics of these establishments? What are the characteristics of the jobs found in these establishments in terms of earnings, mobility, skills level? Do the employees affected share any characteristics in terms of education, training, culture, or family status?
- What evidence is there to indicate that the work undertaken by women in these workplaces is subject to systemic gender discrimination in pay? How can this be determined?
- Finally, how can pay inequities identified in these workplaces be addressed? What measures are available for specific industries? What measures can be applied across the economy? What is the possible impact of such measures?

Briefs should be sent to:  
**The Pay Equity Commission**  
**150 Eglinton Avenue East**  
**Toronto, Ontario**  
**M4P 1E8**

The Commission will contact some groups or individuals to discuss their briefs further  
 (All briefs will be made available to the public, as required by the Freedom of Information and Protection of Privacy Act.)



APPENDIX C: LIST OF BRIEFS RECEIVED

APPENDIX C: LIST OF BRIEFS RECEIVED

<u>Brief number</u>	<u>Organization</u>	<u>Writer</u>
1	Individual	Randy Montgomery
2	Individual	Deanna Lindsey
3	Individual	L.G. Benn
4	Individual	J.E. Brebles
5	Individual	A.K. Ray
6	Goulbourn Township Public Library Board	Berta Aboud
7	Library Unit - CUPE 2380	Lynne Gibson
8	Individual	B. Eagleson
9	Home Care Employees' Association Office and Professional Employees' International Union, Local 550	Pay Equity Committee
10	Macaulay Child Development Centre, CUPE Local 2563	C. Turalinski
11	Ontario Physiotherapy Association	K. Lee
12	Ontario Nurses' Association	G. Cole Slattery
13	Association of Library Boards of Ontario	B. Cornwell
14	The Canadian Red Cross	P. Tiffany
15	Individual	P. Northcott
16	Individual	C. Labaty
17	Individual	T.A. Shore

18	Ontario Society of Occupational Therapists	A. Cabecinha
19	Children's Aid Society of Metropolitan Toronto	Rose Alcamo
20	The Ontario Dietetic Association	Margaret Hedley
21	Registered Nurses' Association of Ontario	Gail Donner
22	The Canadian Manufacturers' Association, Ontario Division	V. R. Denholm

APPENDIX D: TERMS OF REFERENCE FOR QUALITATIVE RESEARCH

APPENDIX D: TERMS OF REFERENCE FOR QUALITATIVE RESEARCH

These studies will analyze the nature of women's work in predominantly female sectors of the economy. They will examine characteristics of the industries and organizations of firms comprising each sector, the occupations and jobs in each sector, typical human resource policies and compensation paid, and characteristics of the typical female and male employees. With this descriptive information as background, the researchers will develop options for addressing pay equity within (and across) various sectors.

Sectors to be studied

Child Care

Community, and Social Services

Health/Nursing care: Nursing homes, laboratories, home care facilities, Canadian Red Cross Society, ambulance services

Personal Services: Catering, laundry/dry cleaning hairdressers/beauticians, housekeeping services and temporary office services

Manufacturing: electronics, food and beverage processing

Leather/Apparel Manufacturing

Retail

Tourism, tourist attractions, hotels and restaurants

Library

Descriptive information1) Sector characteristics:

- a) Industries found in sector  
Homogeneity of industries within the sector
- b) Number of firms
- c) Proportion of female employees within sector
- d) Historical development and future direction of sector, transition of sector over time

- e) Likely impact of future changes (e.g., technological changes, impact of free trade, overseas competition)
- f) Degree of unionization
  - i) History of union involvement (or employee associations)
  - ii) Rate of unionization within sector
  - iii) Rate of female unionization within sector
  - iv) Impact of unions on working conditions, etc.
- g) Role of advocacy groups (e.g., women's groups, occupational associations)
- h) Role of employer associations, if any
- i) Typical size of organizations in sector
  - Greater than 500 employees
  - 100 to 499
  - 50 to 99
  - 10 to 49
  - less than 10
- j) Financial base (e.g., funding, profitability, competitiveness)
  - i) Financial sources (e.g., government and users,)
- k) Wage setting policy (e.g., high wage or lower wage industries)

## 2) Occupations and jobs in sector

- a) Kinds of work performed (proportion of each to total work force)
- b) Proportion of female and male employees in kinds of work performed:
  - Management
  - Supervisory
  - Professional
  - Skilled
  - Unskilled

3) Employment characteristics and human resources policies & practices

- a) Source of employment (e.g., immigrant, union)
- b) Typical length of services (e.g., career-focused or job-focused)
- c) Characteristics of female and male jobs or occupations in terms of:
  - i) Earnings
  - ii) Mobility (e.g., promotional paths)
  - iii) Seniority
  - iv) Training opportunities
- d) Degree of credentialism
- e) Typical wage setting practices for female and male jobs
  - i) Use of job evaluation
  - ii) Use of market in wage setting
- f) Relevant market (e.g. product or labour)
- g) Seniority, merit or incentive compensation benefits
- h) Female-male wage differential by occupation

4) Employees

- a) Characteristics of typical employees in female and male jobs
  - Educational level
  - Immigrant level
  - Socio-economic class
  - Attachment to the labour force at this time
  - Age
  - Other demographic characteristics

5) Development of options to address pay equity issues

- a) What systems, strategies, etc. could be utilized to address pay equity within a sector?
- b) What systems, strategies, etc. could be utilized to address pay equity between sectors?

- c) Consider, at the minimum
  - i) Using a wage line approach where there are some male job classes; allowing proportional comparisons
  - ii) Different definitions of employer and establishment than those currently in the Pay Equity Act

APPENDIX E: QUALITATIVE RESEARCH: LIST OF SECTORAL RESEARCHERS

APPENDIX E: QUALITATIVE RESEARCH: LIST OF SECTORAL RESEARCHERS

<u>SECTOR</u>	<u>RESEARCHER</u>
CHILDCARE	<b>SANDRA ANSTEY</b> Ms Anstey is a graduate from Carleton University in the field of Political Science. She is an experienced researcher/writer. She was formerly with the Metro Action Committee on Public Violence Against Women and Children and Special Assistant to the President of the Canadian Advisory Council on the Status of Women, Ottawa.
HEALTH CARE	<b>PAT ARMSTRONG</b> Dr. Armstrong received her Ph.D. in the field of Sociology at Carleton University. Her thesis was on <u>"Women and the Economic Crisis: The Impact of Uneven Development on Domestic and Wage Labour in Canada."</u> She is currently an Associate Professor at York University. Dr. Armstrong is an accomplished researcher/writer; her works include: <u>The Double Ghetto: Canadian Women and Their Segregated Work</u> and <u>Labour Pains: Women's Work in Crisis</u> .
COMMUNITY AND SOCIAL SERVICES	<b>M. SUZANNE FINDLAY</b> Ms Findlay is currently a Ph.D. candidate in Political Science at the University of Toronto. Her thesis topic is <u>"Political Demands and Policy Responses: Understanding the Limits of State Reforms to Promote Women's Equality in Canada, 1967-1980."</u> Ms. Findlay has held positions as Lecturer for the Department of Political Science at York University; Senior Policy Analyst for the Ministry of State for Social Development; and Director of Women's Programs for the Department of the Secretary of State.
LIBRARY	<b>ROMA HARRIS</b> Dr. Harris received her Ph.D. at the University of Western Ontario in the field of Psychology. She is a Registered Psychologist and an Assistant Professor at the School of Library and Information Science at the University of Western Ontario. She has written numerous articles and papers in the field of library science.

LEATHER/APPAREL  
TEXTILE MANUFACTURING

**PATRICIA L. BUSH**

Ms Bush is currently working towards her Masters Degree in Political Science at York University. Her Master's paper is on the subject of trade policy changes toward textile and clothing industries in the 1980s.

MANUFACTURING/RETAIL

**MARILYN EVANS**

Ms Evans is a graduate from Queen's University with a Masters Degree in Industrial Relations, with a Personnel and Human Resource Management Major. She is currently a Teaching Master in the Business Studies Division of Seneca College. She worked with the Premier's Business Advisory Committee on Pay Equity as a Research Analyst.

PERSONAL SERVICES

**PAULA DECOITO**

Dr. DeCoito received her Ph.D. from the University of Toronto in the area of Sociology of Education. The title of her Ph.D. dissertation is: "Understanding the connection between international trade in services and Canada's women small business owner population: Economic and educational considerations." Dr. DeCoito's area of expertise is women's occupations in Canada.

TOURISM

**L.A. SAYER**

Dr. Sayer received her Ph.D. from the University of Toronto in Applied Psychology. She is a registered psychologist with a consulting and counselling practice directed at work-related issues.

APPENDIX F: QUANTITATIVE STUDY:  
QUESTIONNAIRE AND ADDITIONAL DATA

APPENDIX F(1): REQUEST FOR PROPOSAL FOR THE QUANTITATIVE STUDY

REQUEST FOR PROPOSAL (RFP)

SUBJECT: A QUANTITATIVE STUDY RELATED TO PAY EQUITY IN ALL-FEMALE ESTABLISHMENTS

1.0 PURPOSE

- 1.1 The purpose of this assignment is to provide data and other descriptive information on predominantly female sectors of the economy. This information is needed, firstly, to confirm whether these sectors are in fact predominantly female. Secondly, it will provide descriptive information about the characteristics of these sectors.
- 1.2 The results of this assignment will serve as one source of input for policy recommendations to the Minister of Labour regarding the redress of gender-based pay inequities within predominantly female sectors of the economy.

2.0 BACKGROUND

- 2.1 The Ontario Government has enacted pay equity legislation which seeks to redress systemic gender discrimination in compensation paid for work undertaken in female job classes. In establishments where it is determined that female-dominated jobs are underpaid in relation to male-dominated jobs of similar or comparable job value, adjustments in compensation must be made accordingly.
- 2.2 Under the Pay Equity Act, 1987 job comparisons are limited to within an employer's own establishment. In other words, comparisons will not be made between wages paid by one employer and those paid by another.
- 2.3 The Act states that a job class in which 60 percent or more of the members are female, is deemed to be a female job class. Alternatively, a job class in which 70 percent or more of the members are male,

is deemed to be a male job class. In both cases, however, regard must also be given to the historical incumbency of the job class in question, in deciding or agreeing whether a job class is female or male; the 60 percent and 70 percent criterion can, therefore, be varied.

- 2.4 Because the Act assumes female to male job class comparisons, female job classes in predominantly female establishments will not benefit from the legislation.
- 2.5 The Government has recognized this shortcoming. When Bill 154 was tabled for First Reading in November of 1986, the Minister Responsible for Women's Issues noted that the issue of no job comparisons in all-female establishments (eg, commercial child care centres, social service agencies), would be dealt with on an urgent-matter basis by the Pay Equity Commission. A Government amendment to Bill 154 was subsequently affected, requiring the Commission to undertake a study on the issue. This study must be completed within one year of the Act's proclamation (ie, one year from January 1, 1988) and will contain recommendations to the Minister responsible for the Act.

### **3.0 ASSIGNMENT**

- 3.1 The consultant will report to Ken Godevenos, Director of Policy and Research for the Pay Equity Commission.

#### **3.2 Description**

##### **3.2.1 Objective of study**

- to describe sectors of the economy where employment has traditionally been predominantly female; possible sectors include:

Apparel/leather manufacturing  
Child Care  
Community, social and personal service  
Library  
Health/Nursing care: eg, Nursing homes,  
laboratories, home care facilities,  
Canadian red cross society, ambulance  
services

Manufacturing: eg, electronics, food & beverage processing

Retail

Services: eg, catering, laundry/dry cleaning, hairdressers/beauticians, housekeeping services and temporary office services

Tourism: eg, tourist attractions, hotels and restaurants

- some of the descriptive information would include:

- Specific sub-sectors (industries) affected
- Number of employers and establishments affected
- Number of employees affected
- Number of employers with less than 10 employees affected
- Extent to which male comparator job classes are present or absent (eg, which female job classes, if any, would have a male comparator job class)
- Occupational segregation (job clustering of male and female employees)
- Female-male wage differentials
- Extent and kind of wage determination systems
- Effect and extent of unionization
- Nature of pay and benefits provided
- Financial base of sector/establishments within sector (funding, profitability, competitiveness)

### 3.2.2 Means to carry out study

Two parts to the study:

- 1) Establishing the parameters of the sector.
- 2) Collecting the relevant information about each sector.

### ESTABLISHMENT OF THE PARAMETERS OF THE SECTORS

The first part will involve interviews with a selected sample of relevant "source organizations". "Source organizations" could include:

**Industry Associations**

(eg, Apparel manufacturing, Retail, hotel and restaurant)

**Advocacy groups**

(eg, Equal Pay Coalition, child care advocacy groups, employer associations)

**Government ministries**

(eg, Community and Social Services; Health)

**Unions**

(eg, CUPE, RWDSU, UFCW)

The information to be obtained from these source organizations would include:

- Specific sub-sectors (industries) which may differ in ways which are relevant to the question of predominantly female establishments (eg, sub-sectors which are or are not predominantly female.)
- Number of employers and establishments in the sector.
- Estimate of the number of employees in organizations in the sector.
- Estimate of proportion of organizations in sector with 10 or fewer employees.
- Degree of occupational segregation.
- Homogeneity of organizations within the sector.
- Effect and extent of unionization
- Nature of pay and benefits provided
- Financial base (funding, profitability, competitiveness)

**DESCRIBING THE SECTORS**

Based on the parameters of each sector the second part of the study can be carried out. This will involve designing a questionnaire for a telephone survey of a stratified (representative) random sample of those organizations identified to be in the sector.

Some of the variables on which the sample will be stratified could include:

- Major sub-sectors
- Size of organization -- while the relevant size cut-offs will differ for the various sectors in all cases some organizations with less than 10 employees will be included

#### Information to be collected

- Sub-sector
- Number of employees
- Degree of occupational segregation
- Typical jobs found in organization
- Jobs traditionally performed by women/by men
- Extent and kind of wage determination system
- Extent to which male comparator job classes are present or absent -- for example, could assess female and male jobs which are unskilled; skilled; technical; professional; supervisory or management
- Female-male wage differential  
For example, ask about the salary associated with lowest paid female and with lowest paid male job.
- Effect and extent of unionization
- Nature of pay and benefits provided

Note: In some sectors it is likely that respondents will be quite willing to take the time to complete the survey. In other sectors immediate cooperation is less likely. Some thought should be given as to the best means of ensuring cooperation (eg, letter requesting involvement prior to telephone survey; use of personal interview rather than telephone survey).

#### 3.2.3 Results

Tables of descriptive information such as:

- Average size of organizations within sector
- Typical wage determination systems

Correlations of such data as:

- Female-male wage differential and occupational segregation

Measures of homogeneity between sub-sectors on such data as:

- Degree of occupational segregation
- Proportion of women

### 3.3 Deliverables

3.3.1 The consultant will provide interim and final reports.

Along with five copies of the final report the consultant will provide all raw data on disk.

## 4.0 SCHEDULE

4.1 RFP issue date: July 8, 1988.

4.2 This RFP has been released to the following vendors:

A.R.A. Consultants  
Canadian Facts Market Research  
Decima Research Limited  
Environics Research Group Limited  
Gallup Canada Inc  
Institute for Social Research

4.3 Should additional information and/or clarification of the contents of this RFP be required, potential bidders may make inquiries to:

Carol O'Donnell  
Research Coordinator  
Policy and Research Branch  
Pay Equity Commission of Ontario  
(416) 481-4464

4.4 Proposals for contract are due July 15, 1988. Two copies of the proposal -- including an estimate of the cost of the study -- signed by an authorized official, are required in a sealed envelope addressed and delivered to:

Pay Equity Commission  
150 Eglinton Avenue East  
5th Floor  
Toronto, Ontario  
M4P 1E8

Attention: Director, Policy and Research

Proposals received after 4:30 pm on the closing date will not be considered and will be returned unopened to the sender.

4.5 Interviews will be held on the week of July 24, 1988.

4.6 Contract awarded by July 29, 1988.

4.7 Interim meetings: August 2, August 26, and as requested by the Consultant.

4.8 Interim report is due August 29, 1988. This report should include:

- determination of parameters of sectors
- complete survey instrument
- sampling procedure

4.8 Report due: on or before September 30, 1988.

4.9 Contract termination date: September 30, 1988.

4.10 The Pay Equity Commission of Ontario reserves the right to alter the dates in 4.4 through 4.7, with at least 24 hours notice.

4.11 A contract award will not necessarily be made.

4.12 Potential bidders are required to designate as early as possible one contract individual to whom any additional information deemed to be relevant to the proposal may be communicated.

## 5.0 SELECTION CRITERIA

Proposals will be evaluated according to the following criteria. The criteria are not listed in any particular order;

- 5.1 Understanding of the assignment including demonstrable knowledge of survey design;
- 5.2 Understanding of the Pay Equity Act, 1987 and specifically Section 33(2)(e);
- 5.3 Appropriateness of the staff skills and experience proposed, taking into account the nature of the project;
- 5.4 Quality of the proposal submitted;
- 5.5 Potential ability to achieve an acceptable result on schedule and within budget;
- 5.6 Proposed fees for undertaking the assignment;
- 5.7 The absence of a potential conflict of interest on the part of the consultant; and
- 5.8 Satisfactory references.

## 6.0 REQUIRED INFORMATION

- 6.1 The consultant is required to list previous (1980 onwards) and current assignments undertaken for the Ontario government and its agencies.
- 6.2 For each assignment, include:
  - the name of the client organization;
  - the name of the main client contact;
  - the assignment period (eg, from July 14 to August 31);
  - the total cost;
  - a short (one sentence suggested) description of the assignment.

6.3 If three references cannot be obtained from the information supplied under Section 6.1, the consultant should supply additional references for a total of at least three.

6.4 The proposal itself should include:

- A detailed design of the approach which will be undertaken to complete the assignment;
- A schedule of assignment activities, including anticipated meetings with Commission staff and the tabling of various draft documents; and
- An estimate of costs for all phases of the assignment, including the number of professional staff days anticipated, fixed costs, per diem rates, and other expenses.

6.5 The consultant may wish to forward additional general comments with respect to the assignment or any unusual conditions required in an agreement with the Pay Equity Commission of Ontario in a letter attached to the proposal.

APPENDIX F(2): QUANTITATIVE STUDY: QUESTIONNAIRE



## Pay Equity Survey

Pay Equity Commission of Ontario

**Introduction and Background:** The Ontario Pay Equity Commission requires a survey of the types of jobs and employees in sectors of the economy where women have traditionally made up a large portion of the workforce. Your establishment is one of about 750 organizations in your economic sector across Ontario which have been randomly selected for inclusion in the survey, and sent questionnaires. Because your establishment has been selected as part of a random sample, your response will represent many similar organizations. Your response is therefore extremely important.

**Strict Confidentiality:** All responses will be kept strictly confidential. The survey questionnaires will be received by an independent research firm which will process the results. The identification label above is attached to the questionnaire only to determine that the questionnaire has been returned. At the conclusion of the study, this information will be removed and your survey responses processed by an independent research firm. Information about specific establishments or firms will not be supplied to the Pay Equity Commission, the Ministry of Labour, or any other organization.

**Instructions:** The questionnaire is designed to collect the needed information with as little trouble to you as possible. *Estimates are acceptable*, however, you may have to consult your records to answer some of the more detailed questions. If your answer to a question is zero, please show a zero, rather than leaving the answer blank. If you cannot answer a question, please insert a question mark "?". Answer the questions for your establishment. By "establishment", we mean the particular location noted on the label printed above. If you have questions about the survey, please feel free to telephone our survey office at (416) 465-5402.

Please answer every question, and return the completed questionnaire within the next week, in the postage-paid envelope provided, to Pay Equity Commission Survey, c/o 165 Danforth Avenue, Toronto, Ontario, M4K 1N2.

### PART I: ABOUT YOUR ESTABLISHMENT

1. In which of the following sectors of the economy is your establishment? (CHECK ONE ONLY)

<input type="checkbox"/> Leather/Textiles/Garment Manufacturing	<input type="checkbox"/> Child Day Care
<input type="checkbox"/> Other Manufacturing	<input type="checkbox"/> Hospitals
<input type="checkbox"/> Personal or Business Services	<input type="checkbox"/> Other Health Services (Nursing Home, etc.)
<input type="checkbox"/> Retail	<input type="checkbox"/> Social/Community Services (Children's Aid Society, etc.)
<input type="checkbox"/> Hotel, Restaurant, Tourism	<input type="checkbox"/> Libraries
	<input type="checkbox"/> Other (SPECIFY): _____

2. Is your establishment: (CHECK ONE)

<input type="checkbox"/> A private operation which is intended to earn profits
<input type="checkbox"/> A non-profit or charitable organization
<input type="checkbox"/> A public sector organization (library, Public Health Unit, etc.)
<input type="checkbox"/> Other (SPECIFY): _____

3. What percentage of your establishment's total budget/revenue comes from all levels of government? (CHECK ONE)

<input type="checkbox"/> None	<input type="checkbox"/> Under 25%	<input type="checkbox"/> 25% to 50%	<input type="checkbox"/> More than 50%	<input type="checkbox"/> Don't know
-------------------------------	------------------------------------	-------------------------------------	--	-------------------------------------

4. What percentage of your employees are unionized? (CHECK ONE)

<input type="checkbox"/> None	<input type="checkbox"/> Under 25%	<input type="checkbox"/> 25% to 50%	<input type="checkbox"/> More than 50%	<input type="checkbox"/> Don't know
-------------------------------	------------------------------------	-------------------------------------	--	-------------------------------------

## PART II: JOB INFORMATION FORM

Instructions for completion of columns (A) to (E). Note that the first two lines on the form are EXAMPLES of how to complete the form.

(A) On the job information form (next page), list all of the job titles for each distinct job in your establishment in the first column. Some examples of job titles are: "secretary", "bookkeeper", "driver", "machinist", "supervisor". You can group jobs together if they involve similar duties and responsibilities and have the same pay scales. Full-time and part-time jobs that involve similar duties and responsibilities but are paid within different hourly wage scales are considered to be different jobs. After you have filled in the first column, answer questions (B) to (E) for each job.

(B) Would you describe this job as: (ASSIGN ONE CODE NUMBER WHICH BEST DESCRIBES EACH JOB). (See number codes and their definitions on the back of the cover letter that came with this questionnaire.)

(1) Managerial	(7) Skilled blue collar
(2) Supervisory	(8) Semi-skilled white collar
(3) Experienced professional	(9) Semi-skilled blue collar
(4) Entry level professional	(10) Entry level white collar
(5) Semi-professional and technical	(11) Entry level blue collar
(6) Skilled white collar	(12) Other

(C) What are the minimum and maximum hourly wages you would pay for each job? Please convert all forms of payment to an hourly rate. If, for example, employees work 40 hours a week, and earn \$400 per week -- divide \$400 by 40 hours = \$10 per hour. Please include estimates for piecework and any commissions.

For each job indicate:

- (i) the *minimum hourly wage* you would pay for a full-time person who is able to do this job (even if there is no one being paid this at the present time);
- (ii) the *maximum hourly wage* you would pay for a full-time person who is able to do this job (even if there is no one being paid this at the present time).

If there is only one wage you would pay, write it in under both "minimum" and "maximum".

(D) How many females and how many males are currently on your payroll for each job, full-time and otherwise? (By full-time we mean: employees who work 30 or more hours per week. Other types of employees, to be included under the heading "not full-time", include part-time, seasonal, and casual employees.) (INDICATE NUMBERS IN EACH SPACE, INDICATING "0" IF NONE)

(E) Are wages for each job determined by collective bargaining, a formal system of job evaluation, typical market wages, or some other method? (CIRCLE ALL THAT APPLY)

For Each Job:

- (CIRCLE "CB" if set by collective bargaining negotiations with union)
- (CIRCLE "JE" if set by a formal job evaluation system. By job evaluation we mean any formal evaluation method such as a point system, ranking, job classification, or factor comparisons)
- (CIRCLE "MW" if set by typical market wages in your sector of the economy)
- (CIRCLE "OTHER" if set by some other method or methods)

**Job Information Form**  
*(Provide Estimates Where Exact Figures  
 Are Not Available)*

(A) Job Title	(B) Job Code	(C) Hourly Wages	(D) <u>Number of Employees</u>				(E) Method of Wage Determination
			<u>Full-time</u>		<u>Not Full-time</u>		
			Females	Males	Females	Males	
<b>Examples:</b>							
DRIVER	7	12.00 15.75	0 2	0	1	CB JE MW OTHER	
SECRETARY	6	11.75 16.00	3 0	0	0	CB JE (MW) OTHER	
1						CB JE MW OTHER	
2						CB JE MW OTHER	
3						CB JE MW OTHER	
4						CB JE MW OTHER	
5						CB JE MW OTHER	
6						CB JE MW OTHER	
7						CB JE MW OTHER	
8						CB JE MW OTHER	
9						CB JE MW OTHER	
10						CB JE MW OTHER	
11						CB JE MW OTHER	
12						CB JE MW OTHER	
13						CB JE MW OTHER	
14						CB JE MW OTHER	
15						CB JE MW OTHER	
16						CB JE MW OTHER	

When you are finished with this form, every blank should be filled in for each job you have listed. Where the answer is "none", be sure to write in "0". If needed, additional copies of this chart may be requested by telephoning (416) 465-5402.

**PART III: WORK FORCE AND PAYROLL**

5. Altogether, how many females and males work for your establishment? (PLEASE BE SURE TO COUNT ALL FULL-TIME AND OTHER EMPLOYEES, INCLUDING PART-TIME, CASUAL AND ALL OTHER NON-FULL-TIME EMPLOYEES)

\_\_\_\_\_ Total Number of Females      \_\_\_\_\_ Total Number of Males

6. As a percentage of payroll, approximately how much do you spend on total employee benefits? (benefits include both employer contributions required by law (holiday pay, Canada Pension Plan and Unemployment Insurance), as well as contributions not required by law (e.g. life insurance, OHIP or other health insurance, and private pensions). (Note: Benefits required by law total approximately 8%.) (CHECK ONE)

-       Under 10%     10% to 20%     21% to 30%     31% to 40%     Over 40%

7. As a percentage of payroll, approximately how much do you spend (if any) on commissions or piecework? (CHECK ONE)

NONE     Under 10%     10% to 20%     21% to 30%     31% to 40%     Over 40%

8. Which of the following best describes your payment of benefits other than those required by law? (CHECK ONE)

No employees earn additional benefits

OR

Only full-time employees earn these benefits

Full-time and permanent part-time employees earn exactly the same benefits

The full-time benefits package is pro-rated for permanent part-time employees

Permanent part-time employees earn some of these benefits, but less than a pro-rated full-time package

Permanent part-time employees earn additional salary in lieu of benefits

**PART IV: ABOUT PAY EQUITY (EQUAL PAY FOR WORK OF EQUAL VALUE)**

9. As far as you know, is your organization covered by the current pay equity legislation? (CHECK ONE)

Yes, we are covered

No, we are not covered ----> (GO TO QUESTION 11)

Don't know if we are covered ----> (GO TO QUESTION 11)

10. At what stage is your establishment in the pay equity process? (CHECK ONE)

Pay equity as defined by the Pay Equity Act is in place now

We plan to implement pay equity within \_\_\_\_\_ years (PLEASE FILL IN NUMBER, PROVIDING YOUR BEST ESTIMATE)

We have no plans as yet with regard to pay equity

Don't know

11. What kinds of information (if any) would you find useful regarding pay equity? (CHECK ALL THAT APPLY)

Guidelines to the legislation

Information about how to do pay equity job comparisons

Information about how the pay equity complaint procedure works

Information on how to develop an organizational strategy for pay equity

Information on how to inform employees about pay equity

Information on pay equity and collective bargaining

Materials such as the above in languages other than English

Don't know

Other (PLEASE SPECIFY): \_\_\_\_\_

12. Is there anything else you would like to tell us about the Pay Equity Act, or any problem you face in implementing it? (Please attach additional sheets if you wish to make additional comments.)

**THANK YOU. PLEASE RETURN THE QUESTIONNAIRE AS SOON AS POSSIBLE  
IN THE POSTAGE-PAID ENVELOPE PROVIDED.**

APPENDIX F(3): QUANTITATIVE STUDY:  
QUESTIONNAIRE FOR HOSPITALS AND RELATED ORGANIZATIONS



## Pay Equity Survey

(Hospitals and Related Organizations)

Pay Equity Commission of Ontario

**Introduction and Background:** The Ontario Pay Equity Commission requires a survey of the types of jobs in sectors of the economy where women have traditionally made up a large portion of the workforce. Your establishment is one of about 750 organizations in the health sector across Ontario which have been randomly selected for inclusion in the survey, and sent questionnaires. Because your establishment has been selected as part of a random sample, your response will represent many similar organizations. Your response is therefore extremely important.

**Strict Confidentiality:** All responses will be kept strictly confidential. The survey questionnaires will be received by an independent research firm which will process the results. The identification label above is attached to the questionnaire only to determine that the questionnaire has been returned. At the conclusion of the study, this information will be removed and your survey responses processed by an independent research firm. Information about specific establishments or firms will not be supplied to the Pay Equity Commission, the Ministry of Labour, or any other organization.

**Instructions:** The questionnaire is designed to collect the needed information with as little trouble to you as possible. *Estimates are acceptable*, however, you may have to consult your records to answer some of the more detailed questions. If your answer to a question is zero, please show a zero, rather than leaving the answer blank. If you cannot answer a question, please insert a question mark "?". Answer the questions for your establishment. By "establishment", we mean the particular location noted on the label printed above. If you have questions about the survey, please feel free to telephone our survey office at (416) 465-5402.

Please answer every question, and return the completed questionnaire within the next two weeks, in the postage-paid envelope provided, to Pay Equity Commission Survey, c/o 165 Danforth Avenue, Toronto, Ontario, M4K 1N2.

### PART I: ABOUT YOUR ORGANIZATION

1. Is your establishment: (CHECK ONE)

A private operation which is intended to earn profits  
 A public sector organization  
 Other (PLEASE SPECIFY): \_\_\_\_\_

2. What percentage of your establishment's total budget/revenue comes from all levels of government? (CHECK ONE)

NONE       Under 25%       25% to 50%       More than 50%       Don't know

3. What percentage of your employees are unionized? (CHECK ONE)

NONE       Under 25%       25% to 50%       More than 50%       Don't know

## PART II: JOB INFORMATION FORM

Instructions for completion of columns (A) to (F). Note that the first two lines on the form are EXAMPLES of how to complete the form.

(A) The job information form (next three pages), lists typical jobs in hospitals for which detailed information is needed. For each job listed, please answer (B) to (F), on the form, filling in the information required in the appropriate spaces on the job information form. The form requests information only on the selected jobs listed -- not on all jobs in your hospital.

You can group jobs together, under the general titles we have provided, if they involve similar duties and responsibilities and have similar pay scales. If no such job exists in your hospital, draw a solid line through the title or space.

Using the instructions below, answer questions (B) to (F) for each job listed on the form.

(B) What are the minimum and maximum hourly wages for each job? Please convert all forms of payment to an hourly rate. If, for example, employees work 40 hours a week, and earn \$400 per week -- divide \$400 by 40 hours = \$10 per hour.

For each job indicate: (i) the *minimum hourly wage* you would pay for a person who is able to do this job (even if there is no one being paid this at the present time); (ii) the *maximum hourly wage* you would pay for a person who is able to do this job (even if there is no one being paid this at the present time). If there is only one wage you would pay, write it in under both "minimum" and "maximum".

(C) How many females and how many males are currently on your payroll for each job, full-time and otherwise? (By full-time we mean: employees who work 30 or more hours per week. Other types of employees, to be included under the heading "not full-time", include part-time, seasonal, and casual employees.) (INDICATE NUMBERS IN EACH SPACE, INDICATING "0" IF NONE)

(D) Where there are employees in a category who are not full-time employees, please indicate the type of benefits they receive other than statutory benefits. (WRITE IN ONE OF THE FOLLOWING NUMBERS FOR EACH JOB CATEGORY OR TITLE)

"1" if salary is received in lieu of benefits  
 "2" if benefits are pro-rated  
 "3" if benefits are identical to those for full-time employees  
 "4" if no benefits are received other than statutory benefits  
 "0" if all employees are full-time

(E) What proportion of the employees in the job category are unionized? (INDICATE ONE OF THE FOLLOWING NUMBERS FOR EACH JOB:)

"1" if all are unionized  
 "2" if some are unionized  
 "0" if none are unionized

(F) Are wages for each job determined by collective bargaining, a formal system of job evaluation, typical market wages, or a combination of these? (CIRCLE ALL THAT APPLY FOR EACH JOB)

(CIRCLE "CB" if set by collective bargaining negotiations with union)  
 (CIRCLE "JE" if set by a formal job evaluation system. By job evaluation we mean any formal evaluation method such as a point system, ranking, job classification, or factor comparisons)  
 (CIRCLE "MW" if set by typical market wages in your sector of the economy)  
 (CIRCLE "OTHER" if set by some other method or methods)

**Job Information Form**  
*(Provide estimates where exact figures are not available)*

(A) Job Category/Title	(B) Hourly Wages		(C) Number of Employees				(D)* Bene- fits for Non- Full- Time	(E)** Unioni- zation	(F) Method of Wage Determination	
	Min- imum	Maxi- mum	Full-time Females	Full-time Males	Not Full-time Females	Not Full-time Males				
	Examples:	10.59	11.04	1	5	0				1
<u>COOK'S HELPER</u>										
<u>LABORATORY MANAGER</u>	18.88	24.10	0	1	0	0	0	0	<input type="radio"/> CB <input checked="" type="radio"/> JE <input checked="" type="radio"/> MW <input type="radio"/> OTHER	
<b>CLERICAL AND ADMINISTRATIVE</b>										
1 Ward Aide/Unit Clerk	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
2 Medical Records Clerk	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
3 Accounting Clerk	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
4 Clerk-Typist	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
5 Medical Stenographer /Transcriptionist	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
6 Medical Records Technician	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
7 Switchboard Operator	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
8 Receptionist	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
9 Department Secretary	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
10 Stores Keeper	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
11 Bookkeeper	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
12 Accountant	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
13 Comptroller	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
14 Computer Programmer	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
15 Systems Analyst	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
16 Volunteer Co-ordinator	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
17 Director of Nursing	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
18 Director of Personnel /Human Resources	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	
19 Director of Finance	—	—	—	—	—	—	—	—	CB   JE   MW   OTHER	

\* "1" if salary is received in lieu of benefits; "2" if benefits are pro-rated; "3" if benefits are identical to full-time employees; "4" if no benefits are received other than statutory benefits; "0" if all employees are full-time.

\*\* "1" if all are unionized; "2" if some are unionized; "0" if none are unionized.

**144**  
**Job Information Form (cont'd)**  
*(Provide estimates where exact figures are not available)*

(A) Job Category/Title	(B) Hourly Wages	(C) Number of Employees				(D)* Bene- fits for Non- Full- time	(E)** Unioni- zation	(F) Method of Wage Determination
		Min- imum	Maxi- mum	Full-time Females	Full-time Males			
<b>NURSING/THERAPY</b>								
20 Health Care Aide		—	—	—	—	—	—	CB JE MW OTHER
21 Nursing Aid/Attendant		—	—	—	—	—	—	CB JE MW OTHER
22 Orderly		—	—	—	—	—	—	CB JE MW OTHER
23 Registered Nursing Assistant		—	—	—	—	—	—	CB JE MW OTHER
24 Registered Nurse		—	—	—	—	—	—	CB JE MW OTHER
25 Physiotherapist		—	—	—	—	—	—	CB JE MW OTHER
26 Psychometrist		—	—	—	—	—	—	CB JE MW OTHER
27 Psychologist		—	—	—	—	—	—	CB JE MW OTHER
<b>MEDICAL AND TECHNICAL</b>								
28 Dental Hygienist		—	—	—	—	—	—	CB JE MW OTHER
29 Audio-Visual Technician		—	—	—	—	—	—	CB JE MW OTHER
30 X-Ray Technician		—	—	—	—	—	—	CB JE MW OTHER
31 Laboratory Technician		—	—	—	—	—	—	CB JE MW OTHER
32 Laboratory Technologist		—	—	—	—	—	—	CB JE MW OTHER
33 Electroencephalograph Technologist		—	—	—	—	—	—	CB JE MW OTHER
34 Biomedical Engineer		—	—	—	—	—	—	CB JE MW OTHER
35 Certified Clinical Engineer		—	—	—	—	—	—	CB JE MW OTHER
36 Research Scientist		—	—	—	—	—	—	CB JE MW OTHER
37 Pharmacist		—	—	—	—	—	—	CB JE MW OTHER
38 Nutritionist		—	—	—	—	—	—	CB JE MW OTHER
39 Social Worker		—	—	—	—	—	—	CB JE MW OTHER
40 Case Co-ordinator		—	—	—	—	—	—	CB JE MW OTHER
41 Staff Physician		—	—	—	—	—	—	CB JE MW OTHER

145  
**Job Information Form (cont'd)**  
*(Provide estimates where exact figures are not available)*

(A) Job Category/Title	(B) Hourly Wages Min- imum	(C) Number of Employees				(D)* Bene- fits for Non- Full- Time	(E)** Full- Unioni- zation	(F) Method of Wage Determination
		Maxi- mum	Females	Males	Not Full-time Females	Males		
<b>DIETARY SERVICES</b>								
42 Supervisor(s)	—	—	—	—	—	—	—	CB JE MW OTH
43 Cook	—	—	—	—	—	—	—	CB JE MW OTH
44 Dietary Aide/Porter (lowest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
45 Dietary Aide/Porter (highest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
<b>HOUSEKEEPING</b>								
46 Supervisor	—	—	—	—	—	—	—	CB JE MW OTH
47 Cleaner (lowest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
48 Cleaner (highest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
49 Laundry (lowest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
50 Laundry (highest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
<b>MAINTENANCE AND TRADES</b>								
51 Parking Lot Attendant	—	—	—	—	—	—	—	CB JE MW OTH
52 Maintenance Worker (lowest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
53 Maintenance Worker (highest paid job category)	—	—	—	—	—	—	—	CB JE MW OTH
54 Electrician	—	—	—	—	—	—	—	CB JE MW OTH
55 Driver	—	—	—	—	—	—	—	CB JE MW OTH
56 Security Guard	—	—	—	—	—	—	—	CB JE MW OTH

\* "1" if salary is received in lieu of benefits; "2" if benefits are pro-rated; "3" if benefits are identical to full-time employees; "4" if no benefits are received other than statutory benefits; "0" if all employees are full-time.

\*\* "1" if all are unionized; "2" if some are unionized; "0" if none are unionized.

### PART III: WORK FORCE AND PAYROLL

4. Altogether, how many females and males work for your establishment? (PLEASE BE SURE TO COUNT ALL FULL-TIME AND "OTHER" EMPLOYEES. WHEN COUNTING "OTHER" PLEASE INCLUDE PART-TIME, CASUAL AND ALL OTHER NON-FULL-TIME EMPLOYEES)

FULL-TIME: \_\_\_\_\_ Total Number of Females \_\_\_\_\_ Total Number of Males

OTHER: \_\_\_\_\_ Total Number of Females \_\_\_\_\_ Total Number of Males

5. As a percentage of payroll, approximately how much do you spend on total employee benefits? (Benefits include both employer contributions required by law (holiday pay, Canada Pension Plan and Unemployment Insurance), as well as contributions not required by law (e.g. life insurance, OHIP or other health insurance, and private pensions). (Note: Benefits required by law total approximately 8%.) (CHECK ONE)

Under 10%     10% to 20%     21% to 30%     31% to 40%     Over 40%

### PART IV: ABOUT PAY EQUITY (EQUAL PAY FOR WORK OF EQUAL VALUE)

6. As far as you know, is your organization covered by the current pay equity legislation? (CHECK ONE)

- Yes, we are covered
- No, we are not covered ----> (GO TO QUESTION 8)
- Don't know if we are covered ---> (GO TO QUESTION 8)

7. At what stage is your establishment in the pay equity process? (CHECK ONE)

- Pay equity as defined by the Pay Equity Act is in place now
- We plan to implement pay equity within \_\_\_\_\_ years (PLEASE FILL IN NUMBER, PROVIDING YOUR BEST ESTIMATE)
- We have no plans as yet with regard to pay equity
- Don't know

8. What kinds of information (if any) would you find useful regarding pay equity? (CHECK ALL THAT APPLY)

- Guidelines to the legislation
- Information about how to do pay equity job comparisons
- Information about how the pay equity complaint procedure works
- Information on how to develop an organizational strategy for pay equity
- Information regarding communicating about pay equity to employees
- Information on pay equity and collective bargaining
- Materials such as the above in languages other than English
- Don't know
- Other (PLEASE SPECIFY): \_\_\_\_\_

9. Is there anything else you would like to tell us about the Pay Equity Act, or any problem you face in implementing it? (Please attach additional sheets if you wish to make additional comments.)

THANK YOU. PLEASE RETURN THE QUESTIONNAIRE AS SOON AS POSSIBLE IN THE POSTAGE-PAID ENVELOPE PROVIDED.

APPENDIX F(4): QUANTITATIVE STUDY:  
SAMPLE SELECTION FOR PRIVATE BUSINESS SECTORS

## GROUP "0" -- HEALTH OFFICES

Cdn. SIC #	US SIC #	NAME
8651	8011	Offices of Physicians (includes medical clinics)
8652		
8653	8021	Offices of Dentists
8654		
8661	8031	Offices of Osteopathic Physicians
	8041	Offices of Chiropractors
8666	8042	Offices of Optometrists
8664	8049	Offices of Health Practitioners n.e.c.*
8665		
8667		
8668		
8669		
8689	8072	Dental Laboratories

## GROUP "5" -- LEATHER/APPAREL/TEXTILE

Cdn. SIC #	US SIC #	NAME
1712	3131	Boot and shoe cut stock and findings
	3142	House slippers
	3143	Men's footwear, except athletic
	3144	Women's footwear, except athletic
	3149	Footwear, except rubber, n.e.c.

---

\* Not elsewhere classified.

Cdn. SIC #	US SIC #	NAME
1713	3161	Luggage
	3171	Women's handbags and purses
	3172	Personal leather goods, except women's handbags and purses
1993	2392	Housefurnishings, except curtains and draperies
	2211	Broad woven fabric mills, cotton
	2391	Curtains and draperies
1994	3842	Orthopedic, prosthetic and surgical appliances and supplies
	2647	Sanitary paper products
1999	2298	Cordage and twine
	2393	Textile bags
	2394	Canvas and related products
	2395	Pleating, decorative and novelty stitching and tucking for the trade
	2397	Schiffli machine embroideries
	2284	Thread mills
2431	2311	Men's, youth's and boy's suits, coats, and overcoats
2432		
2433	2327	Men's, youth's, and boy's separate trousers
2434	2321	Men's, youth's, and boy's shirts (except work shirts) and nightwear
	2322	Men's, youth's and boys underwear
2441	2337	Women's, misses', and junior's suits, skirts and coats
2443	2335	Women's misses', and junior's dresses
2444	2331	Women's misses', and junior's blouses, waists and shirts
2451	2361	Girl's, children's, and infants' dresses, blouses, waists and shirts
	2363	Girl's, children's and infants' coats and suits
	2369	Girl's, children's and infants' outerwear, n.e.c.
2491	2253	Knit outerwear mills
	2329	Men's, youth's and boy's clothing, n.e.c.
2492	2328	Men's, youth's, and boy's work clothing
2493	2381	Dress and work gloves, except knit and all leather
	3151	Leather gloves and mittens

Cdn. SIC #	US SIC #	NAME
2494	2251	Women's full length and knee length hosiery
	2252	Hosiery, except women's full length and knee length hosiery
2495	2371	Fur goods
	2386	Leather and sheep lined clothing
2496	2342	Corsets and allied garments
	2341	Women's, misses', children's and infants' underwear and nightwear
1999	2399	Fabricated textile products, n.e.c.
2499	2384	Robes and dressing gowns
	2389	Apparel and accessories, n.e.c.
	2385	Raincoats and other waterproof outer garments
	2323	Men's, youths', and boys' neckwear
	2351	Millinery
	2352	Hats and caps, except millinery
	2339	Women's, misses', and junior's outerwear, n.e.c.

## GROUP "6" -- OTHER MANUFACTURING

Cdn. SIC #	US SIC #	NAME
1012	2016	Poultry dressing plants
	2017	Poultry and egg processing
1071	2051	Bread and other bakery products, except cookies and crackers
	2052	Cookies and crackers
1083	2065	Candy and other confectionery products
	2066	Chocolate and cocoa products
	2067	Chewing gum
1093	2099	Food preparations, n.e.c.
2831	2731	Books publishing, publishing and printing
2839	2741	Miscellaneous publishing
	2771	Greeting card publishing

Cdn. SIC #	US SIC #	NAME
2849	2711	Newspapers, publishing, publishing and printing
	2721	Periodicals publishing, publishing and printing
	2782	Blank books, loose leaf binders and devices
	2789	Book binding and related work
	2791	Typesetting
3257	2396	Automotive trimmings, apparel findings and related products
3332	3641	Electric lamps
3352	3674	Semiconductors and related devices
	3675	Electronic capacitors
	3676	Resistors, for electronic applications
	3677	Electronic coils, transformers and other inductors
	3678	Connectors, for electronic applications
	3679	Electronic components, n.e.c.
3399	3823	Industrial instruments and related products
	3624	Carbon and graphite products
	3643	Current carrying wiring devices
	3613	Switch gear and switchboard apparatus
	3622	Industrial controls
	3699	Electrical machinery, equipment and supplies, n.e.c.
3741	2833	Medicinal chemicals and botanical products
	2834	Pharmaceutical preparations
3771	2844	Perfumes, cosmetics, and other toilet preparations
3913	3873	Watches, clocks, clockwork operated devices and parts
3921	3911	Jewellery, precious metal
	3914	Silverware, plated ware and stainless steel ware
	3915	Jeweller's findings and materials and lapidary work
3932	3944	Games, toys, and children's vehicles, except dolls and bicycles
3991	3991	Brooms and brushes
3994	3931	Musical instruments
	3652	Phonograph records and pre-recorded magnetic tape

## GROUP "7" - - TOURISM/ACCOMMODATIONS/RESTAURANTS

Cdn. SIC #	US SIC #	NAME
8551	8411	Museum and art galleries
6593		
9621	7832	Motion picture theatres, except drive-in
	7833	Drive-in motion picture theatres
9961	4722	Arrangement of passenger transportation
9962	4119	Local passenger transportation n.e.c.
9111	7011	Hotels, motels, and tourist courts
9112	7041	Organization hotels and (membership) lodging houses
9211	5812	Eating places
9212		
9213		
9221	5813	Drinking places (alcoholic beverages)

## GROUP "8" - - PERSONAL AND BUSINESS SERVICES

Cdn. SIC #	US SIC #	NAME
9722	7216	Dry cleaning plants, except rug cleaning
9721	7211	Power laundries, family and commercial
	7218	Industrial launderers
9724	7212	Garment pressing and agents for laundries and dry cleaners
9725	7213	Linen supply
9729	7219	Laundry and garment services n.e.c.
	7214	Diaper services

Cdn. SIC #	US SIC #	NAME
9726	7217	Carpet and upholstery cleaning
9712	7231	Beauty shops
9959	7349	Cleaning and maintenance services to dwellings and other buildings n.e.c.
9799	7299	Miscellaneous personal services
7741	7311	Advertising agencies
7749	7331	Direct mail advertising services
7739	8931	Accounting and bookkeeping services
	7339	Stenographic and reproduction services n.e.c.
	7374	Data processing services
7711	7361	Employment agencies
	7362	Temporary help supply services
7712	7369	Personnel supply services n.e.c.
		(Caterers included with Eating places)

## GROUP "9" - - RETAIL

Cdn. SIC #	US SIC #	NAME
6411	5311	Department stores
6412	5331	Variety stores
6413	5339	Miscellaneous general merchandise stores
6131	5621	Women's ready-to-wear stores
	5631	Women's accessory and specialty stores
6141	5641	Children's and infants' wear stores
	5651	Family clothing stores
	5699	Miscellaneous apparel and accessory stores
6032	5912	Drug stores and proprietary stores
6511	5942	Book stores
	5943	Stationery stores

Cdn. SIC #	US SIC #	NAME
6561	5944	Jewellery stores
6151	5949	Sewing, needlework and piece goods stores
6232	5714	Drapery, curtain and upholstery stores
6521	5992	Florists
6599	5993	Cigar stores and stands
	5999	Miscellaneous retail stores, n.e.c.
6111	5661	Shoe stores
6582	5947	Gift, novelty and souvenir shops
6581	5945	Hobby, toy and game shops
6011	5411	Grocery stores
6012	5422	Freezer and locker meat provisioners
	5423	Meat and fish (seafood) markets
	5431	Fruit stores and vegetable markets
	5441	Candy, nut and confectionary stores
	5451	Dairy products stores
	5462	Retail bakeries, baking and selling
	5463	Retail bakeries, selling only
	5499	Miscellaneous food stores

APPENDIX F(5): QUANTITATIVE STUDY:  
STRATIFICATION BY SIZE FOR PRIVATE BUSINESS SECTORS

Size stratification details for the sample were as noted below:

Sector	Establishment Size		
	3-9	10-99	100+
5) Apparel/leather			
Population	404	617	152
Sample	350	498	152
6) Other Manufacturing			
Population	784	976	246
Sample	350	404	246
7) Accommodation/ Restaurants/Tourism			
Population	3,326	3,643	199
Sample	400	401	199
8) Personal and Business Services			
Population	1,337	949	128
Sample	472	400	128
9) Retail			
Population	7,136	2,370	104
Sample	500	396	104

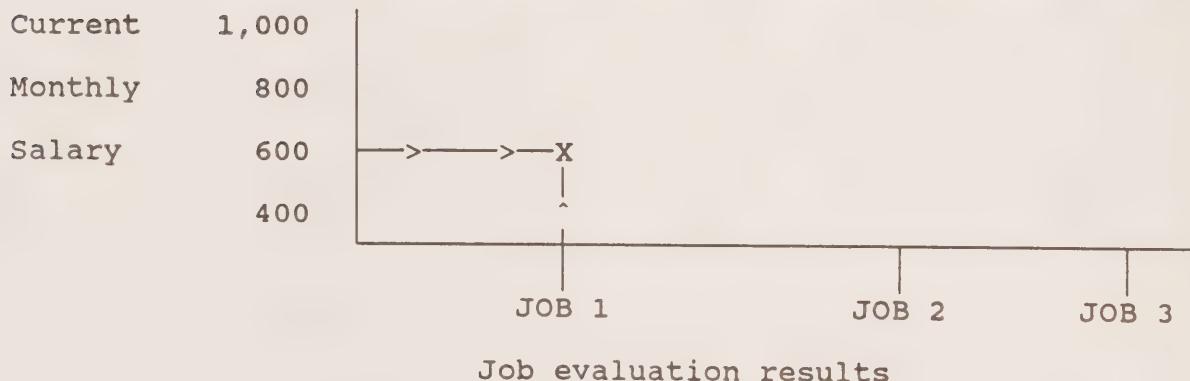
APPENDIX G: DEVELOPING A WAGE LINE

APPENDIX G: DEVELOPING A WAGE LINE

A wage line shows the relationship between two pieces of information--the value of a job and the salary it is paid. The value of a job is traditionally determined by job evaluation. Figure G-1 shows how this information is combined for a single job. From job evaluation one identifies where Job 1 is located on the horizontal axis. Then one identifies the salary on the vertical axis which corresponds to the salary the job is currently paid. One then draws a line up from the horizontal axis and over from the vertical axis until they meet at point "X".

FIGURE G-1

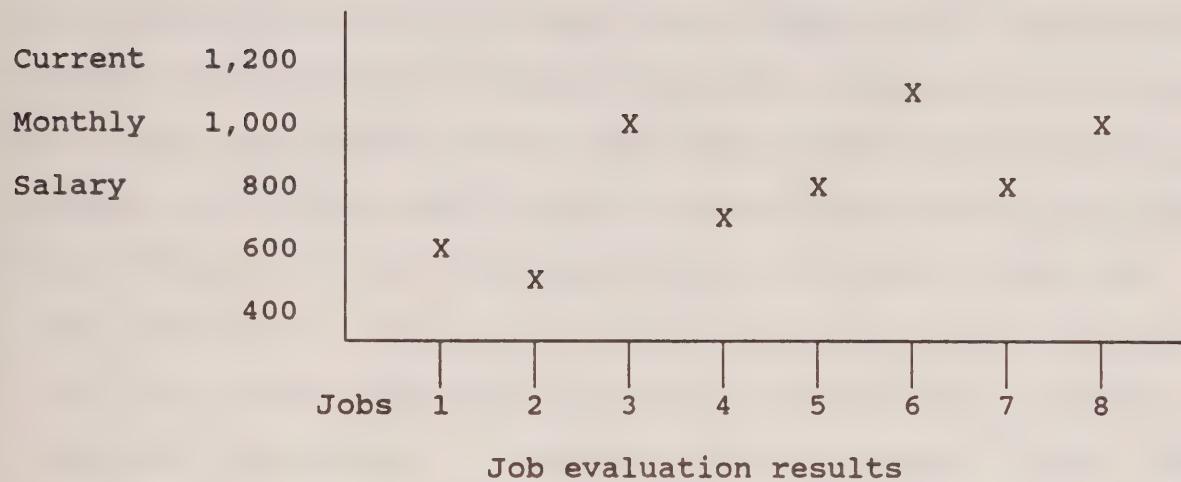
## COMBINING JOB EVALUATION AND SALARY SURVEY RESULTS



By doing this for all the jobs, a pattern such as the one found in Figure G-2 develops.

FIGURE G-2

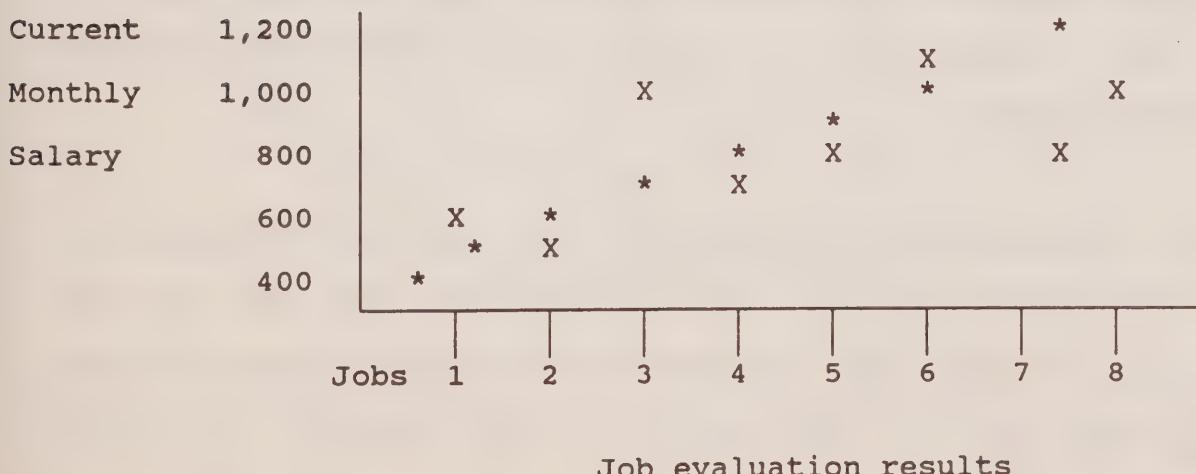
TYPICAL CONFIGURATION WHEN COMBINING JOB EVALUATION AND SALARY INFORMATION TO DRAW A WAGE LINE



A line is drawn to reflect the pattern determined by the value of jobs and the current salaries as shown in Figure G-3.

FIGURE G-3

WAGE LINE DRAWN FROM TYPICAL CONFIGURATION OF COMBINED JOB EVALUATION AND SALARY INFORMATION



Multiple regression analysis can be used to "draw" this line. What multiple analysis does is ensure that the line which is drawn has one particular property. This property is that the line best reflects or fits this set of data points. The way to determine the "line of best fit" is to measure the distance from each point to the line. Then to add together all these distances to obtain the sum of the total distance. The line of best fit is the one which has the smallest sum of total distance between the line and all the points. Any other line would move closer to some points and farther from other points, but the sum of the total distance would increase. Regression analysis determines where this line should be drawn statistically by doing all the necessary calculations to determine the smallest sum of the total distance.

A wage line has two important characteristics. One is height and the other is slope. Height is where -- if the line were drawn to meet the vertical axis -- it would touch the vertical axis. Typically if wage lines are drawn separately for female jobs and then for male jobs, the male wage line is higher than the female (i.e., touches the vertical axis at a higher point).

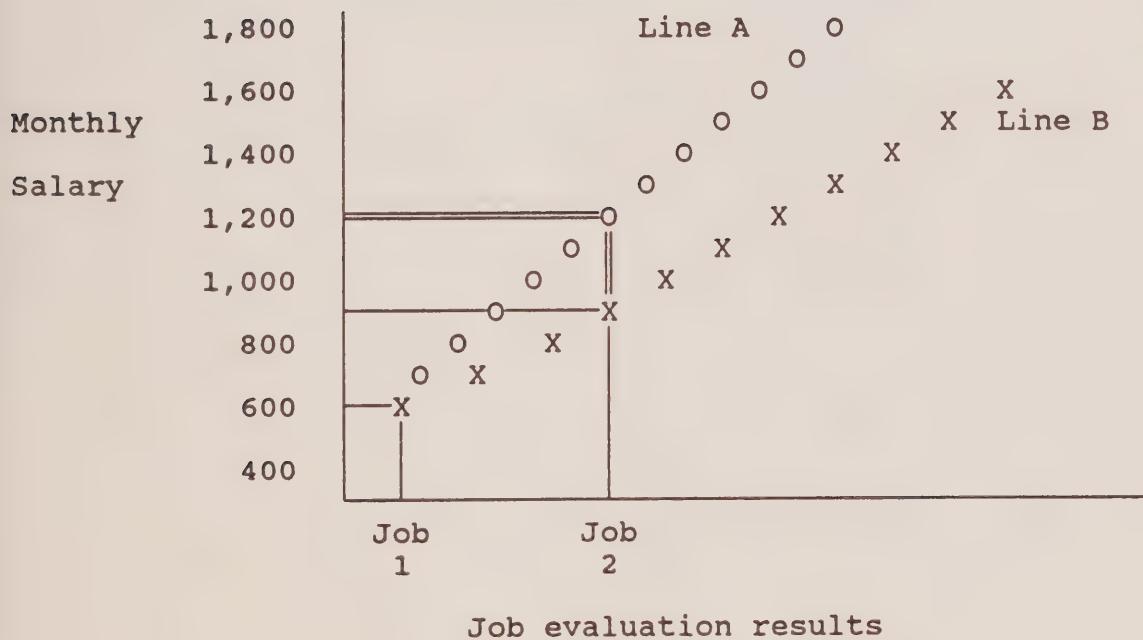
The slope of the wage line is how steep it is. The more horizontal the wage line the flatter it is. The more vertical the wage line the steeper it is. A steeper wage line means that two jobs which are close together in value would be paid quite different salaries. A flatter

wage line means that jobs which are quite different in value will be paid more similar salaries as shown in Figure G-4.

Line A in Figure G-4 is steeper than Line B. This means that jobs which are more similar -- as determined by job evaluation -- are paid more dissimilarly along wage line A than wage line B. For example, consider the salaries paid to jobs 1 and 2 based on Line A versus Line B.

Figure G-4

EXAMPLE OF WAGE LINES WITH DIFFERENT SLOPES



Job evaluation results

Job 1 is on both wage line A and B; it is paid \$600. On wage line A Job 2 is paid \$1,200. There is a \$600 wage difference between Jobs 1 and 2 on wage line A. On wage line B Job 1 is paid \$600 while Job 2 is

paid \$900 a difference of \$300. Since the slope of wage Line A is steeper this means that any incumbents who move from one job to another on this wage line will get a greater increase than someone moving from one job to another on wage line B.

**APPENDIX H: PAY EQUITY COMMISSION ADVISORY COMMITTEE MEMBERSHIP**

**APPENDIX H: PAY EQUITY COMMISSION ADVISORY COMMITTEE MEMBERSHIP**

Mr. Peter Barkla  
Vice-President, Human Resources  
Campbell Soup Company Ltd.

Ms Mary Cornish  
Cornish and Associates

Ms Julie Davis  
Secretary-Treasurer  
Ontario Federation of Labour

Mr. Leo Gerard  
Director, District 6  
United Steelworkers of America

Ms Marg Gilles  
Manager, Human Resources Planning  
C.I.L. Inc.

Mr. Angelo Pesce  
Director, Human Resources  
Ryerson Polytechnical Institute

Mr. Hal Rolph  
McMillan, Binch  
Barristers and Solicitors

## APPENDIX I: ESTIMATED FEMALE LABOUR FORCE STATISTICS

APPENDIX I: ESTIMATED FEMALE LABOUR FORCE  
STATISTICS

Total Ontario employed female workforce 2,197,000 (A)

Less:

Female employees in federal government 60,848 (B)

Female employees in federally regulated industries 203,600 (C)

Female employees in Private Sector (under 10) 217,883 (D)

---

Total number of female employees covered by Act 1,714,669

Sources:

- (A) - Statistics Canada, The Labour Force, cat. 71-001, table 17, October 1988.
- (B) - Pay Equity Commission estimate.
- (C) - Employment and Immigration Canada.
- (D) - Pay Equity Commission estimate based on Ministry of Industry, Trade, and Technology and Qualitative Research Studies data.



THE  
PAY EQUITY  
COMMISSION



150 Eglinton Avenue East  
5th Floor  
Toronto, Ontario  
M4P 1E8